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# An Economic Appraisal of Sources and Expenditures of Public Revenues in Lincoln Parish, Louisiana.

Ernest Carl Jones

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AN ECONOMIC APPRAISAL OF SOURCES  
AND EXPENDITURES OF PUBLIC REVENUES  
IN LINCOLN PARISH, LOUISIANA

A Dissertation

Submitted to the Graduate Faculty of the  
Louisiana State University and  
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in partial fulfillment of the  
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in

The Department of Agricultural Economics

by

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## ABSTRACT

Lincoln Parish, Louisiana, is located in an area of North Central Louisiana where the shift from an agricultural economy to forestry and suburban development has taken place rapidly since World War II. This change is creating fiscal problems for the local governments, such as alteration of the property tax base and a shift of fiscal responsibility among the various local governments. This study was designed to appraise the sources and expenditures of revenue of the Lincoln Parish governing bodies with the intention of determining the adequacy of the revenues to meet the potential demands of the governments in the future.

Personal interviews with officers of the parish governing agencies and an analysis of public records pertaining to revenues and expenditures since 1930 were used to acquire the information necessary to this study. The origin of the Parish Police Jury system of local government in Louisiana was also investigated.

The study revealed that the revenue system being utilized by the Parish Government provides a strong financial structure for the parish. Sources of revenue are the general property tax, natural resources severance tax, business licenses, fees, fines, and State grants-in-aid. The property tax, which historically has supplied a major portion of the revenue from local sources, has been declining in relative importance.

It contributed 48 per cent of total revenue to the Police Jury in 1959, compared to over 75 per cent in 1940. The School Board received less than one-fifth of total revenue from the property tax in 1960, compared to more than one-third in 1940.

While revenues to the Police Jury and School Board have been increasing, a decreasing percentage is being derived from strictly local sources. Total State subsidies to the Police Jury amounted to 47 per cent of total revenue in 1959, but less than 20 per cent in 1940. State subsidies to the Parish School Board, including school lunch funds, increased from 50 per cent of total revenue in 1940 to nearly three-fourths in 1960. Lincoln Parish was subsidized 70 per cent by the State and Federal Governments for public welfare aid in 1959-60, after allowance for Lincoln Parish's contributions to the program through the Louisiana sales tax.

In recent years all governing agencies in Lincoln Parish except the School Board have accumulated substantial surplus funds in excess of their current needs. State grants to the parish for highways could probably be abandoned in view of surplus funds accumulated over the years from the local property tax.

The increase in assessment values because of the shift in land use from farming to urban and suburban uses has been sufficient to more than counterbalance the land values lost to lower class uses as classified for tax assessment purposes. This has resulted in increases in property tax revenues to the parish each decade since 1940. The increase is expected to continue at an annual rate of about 12 to 15 per cent.

The change in age groups of the population is not expected to have any significant effect upon revenue needs of the Police Jury, but will create a demand for greater school expenditures by the Parish School Board.

While no serious problems are anticipated in obtaining necessary revenues for the Police Jury functions in the foreseeable future, the School Board may well be faced with the problem of securing sufficient revenues under the present fiscal system to meet the needs of an increased school-age populace.

Procedures for increasing local fiscal participation and responsibility are suggested. They include increasing assessment values of property, using a local sales tax, and removing certain tax exemptions.

## CHAPTER I

### INTRODUCTION

The scope of governmental services demanded by the people of the United States is apparently expanding year by year. Population growth and redistribution during the next decade will probably require continued expansion of governmental activities. While much of this will probably be centered at the Federal and state levels, the urbanization movement in many localities will contribute to changes in the nature and scale of local government functions. For example, the problem of consolidation of school units will continue to receive much attention. The extent to which these pressures become influential will depend strongly upon location and characteristics of the local community.

Lincoln Parish, Louisiana, is located in an area of North Central Louisiana where the shift from an agricultural row-crop economy to forestry and suburban development have taken place rapidly since World War II. The population of Lincoln Parish has changed very little from 1950 to 1960, while that of the parish seat of Ruston has increased by about 3000 persons. This is partially explained by the enlargement of the geographic boundaries of the city, but mostly it reflects the trend toward urbanization of the area. This shift is expanding the fiscal requirements of the local governments, as well as altering the property tax base. Community responsibilities also change; the problem of who should build new roads has been seriously debated--the city government



or the parish government. A few years ago it was unquestionably the function of the parish government. The possibility of continually expanding corporate limits of towns and cities causes the parish government now to hesitate in the construction of roads that might soon become the responsibility of a municipal government.

An important change taking place in Lincoln Parish is the shift of land use from farming to forestry. This new use of land generally lowers the assessment value of the property, in spite of the fact that the market value of the land continues to climb due to mineral development and urban usage. The result of these changes upon property tax revenues will be examined to help plan for future revenue needs.

Many of the public services in Lincoln Parish are paid for through the use of Federal and state funds. A study of revenue sources is essential to determine whether the Parish can maintain much autonomy in fiscal matters as future demands for services have to be met. In addition, it is important to determine the extent to which local citizens are self supporting in paying for services provided by local government.

Local citizens strongly resist increased tax burdens; therefore, local fiscal systems can become ineffective in meeting rising revenue needs. The growing demand for services, with stable or declining revenues can create a crisis in local financing. This study was designed to appraise the sources and expenditures of Lincoln Parish revenues, with a view to predicting future problems and suggesting needed remedies.

#### Objectives of the Study

The general objective of this study was to examine the past and present sources of revenue of the Lincoln Parish governing bodies and

to consider the adequacy of these sources of revenue in meeting the potential demands of the governments in the future. More specific objectives were:

1. To identify all the sources of revenue and relate each to the public services they provide.
2. To determine the effect of changes in land use on property tax revenues in Lincoln Parish.
3. To determine the extent of local autonomy or degree of reliance upon state and Federal aid in support of parish government functions.
4. To analyze trends in items of revenue and expenditures over a period of years and make projections as to future needs.
5. To analyze the effect of change in age groups of the population upon revenue needs of Lincoln Parish.
6. To evaluate existing revenue-expenditure relationships and make recommendations that may promote sound fiscal policy for parish government in the future.

#### Procedure

Following an examination of the constitutional establishment of local governments in Louisiana, a list of all of the sources of revenue legally available to parish governments was prepared. The sources of revenue, and the limitations to permissible expenditures, were found by studying the sections of the Constitution of Louisiana dealing with local government organization and finance, the Louisiana Revised Statutes of 1950 (the compilation of all legislative Acts of the State Legislature), the ordinances of the Lincoln Parish Police Jury, and the ordinances of the Lincoln Parish School Board. The many amendments to the Louisiana Constitution and the repeal or revision of legal statutes over the years added to the complexity of this endeavor. In some instances, Opinions

of the State Attorney General had to be examined in order to clarify the legal rights of local governments in regard to particular fiscal laws passed by the Legislature.

Parish governing units engaged in receiving and disbursing public funds are required by law to submit annually to a detailed examination of records of receipts and disbursements of all funds by the State Supervisor of Public Accounts. Copies of these audited reports of the Lincoln Parish Police Jury, School Board, Clerk of Court, Tax Assessor, and Sheriff for the years 1940, 1950, and 1959 were obtained from the State Supervisor of Public Accounts. Records of receipts and expenditures of the Police Jury for the year 1930 were supplied by the Parish Manager. Fiscal records of the School Board around the beginning of the 1930 decade were either unavailable or too brief to be reliable.

To acquire information on tax rates, assessment data, and revenues collected by parish governing bodies, and by the State within Lincoln Parish, the ordinances and financial statements of the Police Jury and School Board were examined. In addition, annual reports of the Louisiana Tax Commission and Collector of Revenue for Louisiana were studied. Personal interviews were conducted with the Lincoln Parish Tax Assessor and officials of the Police Jury and School Board.

The proper interpretation of fiscal reports was found to be very difficult because governing agencies were following the practice of recording income and expenditures by "special" categories of funds. Examination of several "funds" was necessary to identify all the property taxes levied, for example. Differences between taxes levied and taxes collected were often explained by costs of collection and amount of

delinquency in tax payments. Lack of full knowledge of the administration and legal aspects of certain revenues on the part of governing officials was sometimes apparent through personal interviews concerning fiscal matters.

Information on land use classifications for tax assessment purposes and related assessed values of property were obtained from a study of the annual reports of the Louisiana Tax Commission and from personal interviews with the Parish Tax Assessor. The Assessor generously supplied much confidential, as well as public information not available in print, regarding procedures and policies of assessment of property in the parish. Individual assessment sheets in the assessment rolls of the parish, filed as public documents in the office of the Clerk of Court, were also examined.

Land and population statistics for Lincoln Parish were found in the Bureau of the Census reports of the United States Department of Commerce, particularly the decennial censuses of agriculture and population. Technical interpretation of legal statutes pertaining to the fiscal operations of local governments was obtained by personal interviews with the chief officers of the Police Jury, the School Board, the Tax Assessor, the Clerk of Court, the Tax Collector, and other officials.

The most reliable sources of information essential to a study of this type were the audited financial statements prepared by the State Supervisor of Public Accounts and the annual reports of the Louisiana Tax Commission. Advance budgets, estimated and published by the governing units as required by law, were found to be of little reliability because they present as a rule only estimated "general fund" financial

data. These data do not include much of the major income and expenditures of the governments involved; revenues are also usually greater than the amount stated in the budgets. Personal interviews with proper authorities in each governing agency were very important in establishing certain facts of fiscal importance not evident in financial reports.

## CHAPTER II

### HISTORICAL DEVELOPMENT OF PARISH GOVERNMENTS

The Louisiana Constitution and statutory laws provide for the organization of governing bodies within a parish. Some of these bodies are specifically required by the Constitution, others are the product of local organization.

The United States Department of Commerce, Bureau of the Census, in its Census of Governments for 1957, lists a total of seven distinct governmental units in Lincoln Parish: the central parish government called the Parish Police Jury, the Parish School Board, and five municipalities.<sup>1</sup> For revenue purposes, there are eight other units not included in the Bureau of the Census listing: seven school districts and one recreational district. These are adjuncts of the school district and parish government and are therefore administered by the School Board and Police Jury, respectively.

This chapter is concerned with the origin and development of the central parish governing bodies in Louisiana, namely, the police jury and the school board. In order to explain this development, it is necessary to examine the early colonial exploration and settlement of the Louisiana territory by representatives of the governments of France and Spain.

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<sup>1</sup>U. S. Bureau of the Census, 1957 Census of Governments, I (1959), 20.

## The Parish Police Jury

Louisiana Under France, 1682-1762

Louisiana is the only state in the nation that designates its political subdivisions as "parishes," governed by "police juries." These terms correspond to "counties" and "county commissioners," respectively, in other states. A study of the development of Louisiana institutions of government reveals that this terminology resulted primarily from the French and Spanish influence in pioneer days.

In 1682, LaSalle sailed down the Mississippi River and claimed all the lands drained by this stream in the name of the King of France. A period of colonization by France followed, with the founding of such settlements as Biloxi, Natchitoches, Pointe Coupee, New Orleans, and Baton Rouge between 1682 and 1720. From about 1699 to 1712, the province of LaSalle, which was named "Louisiana," was governed by three men: a governor, acting for the king at the head of military and naval affairs; a commissioner or commissary of finance acting as auditor, treasurer, storekeeper, and general manager of the colony; and the curé whose duty was to control and direct the ecclesiastical side of the government.<sup>2</sup> This was an extremely simple and centralized form of government, suitable for the time. Exploration was the chief interest of the authorities and no large, permanent communities were established. No courts of law existed during this period. The three heads of departments exercised full authority over all matters pertaining to their respective branches of operations.

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<sup>2</sup>H. P. Dart, "Courts and Law in Colonial Louisiana," Louisiana Historical Quarterly, IV, No. 3 (July, 1921), 259.

From 1712 until it became a territory of the United States in 1803, the province changed ownership five times. The King of France granted a charter for colonization of Louisiana to an individual named Crozat in 1712. Civil government, with the establishment of legal institutions similar to those of today, began about this time. Crozat was made manager of the colony by the king. A Superior Council, the first law court in the province, was created. It was composed of a lawyer as the first councilor, an attorney general, who served as the legal advisor of the government and lawyer for the people, and three to five laymen. The Council was appointed for three years by royal decree upon nomination by the charter holder. In 1716, the Council consisted of the lawyer and attorney general, plus the governor of the province, commander of the royal troops, and the commissioner, with the addition of a clerk for the court.<sup>3</sup> Centralization of government thus continued to be the rule under the charter period of the Louisiana province.

In 1717, the Western Company was granted the charter for Louisiana by the King of France. This company retained control until 1731. Under its charter, the Western Company could appoint judges and officers as described above, with confirmation by the king. This form of government continued essentially as under the Crozat charter. In 1719, however, the king modified the Superior Council to make it consist of all directors of the company living in the province, the governor, the two lieutenant governors, the attorney general and four other persons.<sup>4</sup> It was also

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<sup>3</sup>R. L. Carleton, Local Government and Administration in Louisiana (Baton Rouge: L. S. U. Press, 1935), p. 15.

<sup>4</sup>Ibid., p. 16.



made a permanent establishment as long as the French were in charge of the area. The modification was such that gradually the governor and commissioner consolidated authority under their offices and the Council lost a great deal of its original powers. It became more or less an advisory group to the governor. Population had grown to such an extent by this time that the decree established inferior courts in outlying areas, the judges of which were directors of the charter company or their agents plus two to four leading men of the community. Justice was to be administered without cost to the parties concerned.

In 1721, a royal decree divided the province into nine territorial districts, with a commandant and a judge for each.<sup>5</sup> The purpose of this decree was to bring justice within easier reach of the colonists.

Neither Crozat nor the Western Company could tax the colonists for governmental purposes. However, the Western Company was permitted to levy a one-cent tax per acre of land plus a five-livre<sup>6</sup> tax per slave for the exclusive purpose of building churches and hospitals.

France made Louisiana a royal colony in 1731 and, in May of 1732, reorganized the Superior Council to consist of the governor, as executive officer, who would also command the armed forces, the commissioner as financial officer, the lieutenant governors as mostly honorary officers with limited administrative duties, and the attorney general as judicial officer and legal advisor to the government as well as to the people.<sup>7</sup>

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<sup>5</sup>Ibid., p. 17.

<sup>6</sup>The livre is an obsolete French monetary unit and weight, divided into 20 sous of 12 deniers each. The legal rate of conversion was 81 livre to 80 francs. It was originally equal to a pound of silver, but depreciated rapidly until it was replaced by the franc.

<sup>7</sup>Carleton, op. cit., pp. 17-18.

These appointments were made by the king. Grants of land were made by the governor and commissioner by mutual agreement. The governor also appointed any additional members of the Council when its size was changed, as well as other officers of the colony. Gradually the Council's membership varied from five to seven, and a "huissier," or sheriff, was appointed to serve petitions and complaints on accused persons when written out by the clerk of the court. The only costs to the parties involved in a suit appear to have been the clerk's and sheriff's expenses, which were fixed by the court.<sup>8</sup>

Other local officials of importance during the period 1731-1762 were the commanders (usually military men) of the various settlements or districts of the province, judges of local settlements, which office had been established in 1721 during the charter period, and syndics who exercised the office of present-day justices of peace as assistants to the commanders. All three of these officials were appointed by the governor of the province.

Extremely simple and centralized control thus characterized the governing of the province during this period. As a rule, the governor, acting for the government of France, issued police ordinances and business regulations directly. The Superior Council became only an advisory group.

#### Louisiana Under Spain, 1762-1800

In 1762, France ceded to Spain her Territory of Louisiana by secret treaty as a result of their alliance against England in the Seven Years'

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<sup>8</sup>Ibid., p. 18.

War. On April 21, 1764, the acting governor received official notification of the transfer to Spain.<sup>9</sup> The people of the Territory, including the Superior Council, resented the transfer and therefore were not inclined to receive the advent of Spanish control with warmth. Through the war years, the government of the province had become very corrupt. In March, 1776, the first Spanish governor, Ulloa, arrived with only ninety soldiers. He expected to enlist the French troops but they refused to join him.<sup>10</sup> Rebellion against Ulloa caused the French governor to remain in charge of the government under orders of the Spaniard, and Spanish money was used to pay the troops.

The central administration in this form consisted of a captain-general at the head (O'Reilly), a governor under him to manage legislation for the province, a lieutenant governor, followed by an intendant for administration of revenues and commerce, a comptroller, or contador, to keep accounts, a treasurer as cashier, an interventor to handle public purchases and sales, an administrador to manage customs house matters, a collector and a special notary for the customs house. An auditor of war was legal advisor to the governor and an auditor of the intendency was legal advisor to the intendant. Other officers were a surveyor general, whose salary was paid from the crops of the inhabitants, a harbor master, an English-French interpreter, an Indian interpreter, three notaries public, and a judge of residence who investigated and reported

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<sup>9</sup>G. W. McGinty, A History of Louisiana (New York: The Exposition Press, 1949), p. 66.

<sup>10</sup>Ibid., p. 67.

the actions of public officials to the governing body of the western Spanish possessions.<sup>11</sup> Spain bore the expense of this government largely from funds (usually silver coin) sent from Mexico.<sup>12</sup> The governor and lieutenant governor exercised judicial powers, with final decisions by a provincial alcalde (judge).

O'Reilly created a Cabildo to replace the Superior Council of the French. It consisted of six regidores (councillors), two alchaldes, the attorney general, and a clerk. Regidores purchased their offices from the governor by bids. Each received a certain duty, such as provincial judge, civil and criminal sheriff, city treasurer, and receiver of fines. Fees were charged by the sheriff.

The Cabildo was mainly for the governing of the village of New Orleans. For administration of rural local affairs, O'Reilly made eleven districts out of the Province of Louisiana in addition to the New Orleans district with a commandant over each, who served as notary public, registrar of land sales, sheriff, and general keeper of the peace, while also serving in the army. In addition to his army salary, the commandant charged fees for his civil services. He was also judicial officer in civil suits of less than twenty dollars value. In 1792, the governor appointed syndics (justices of the peace) from among prominent planters about nine miles apart to assist and report to the commandants.<sup>13</sup>

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<sup>11</sup>Carleton, op. cit., pp. 20-21.

<sup>12</sup>Barbe-marbois, The History of Louisiana (Philadelphia: Carey and Lea, 1830), p. 139.

<sup>13</sup>Carleton, op. cit., p. 26.

They were to be in charge of construction and maintenance of levees, roads, and drainage ditches, supervise travelers and Negroes, and decide minor civil cases. They could require local citizens to work in levee repairs and similar operations, but no local taxes were levied. This use of syndics should be kept in mind as the fore-runner of the police jury system of wards and special districts that developed following the acquisition of the territory by the United States.

For religious purposes, O'Reilly divided the Province into twenty-one (21) ecclesiastical "parishes," with a priest supposedly in charge of each.

#### Louisiana Under the United States

By the Treaty of Ildefonso in October, 1800, Spain ceded Louisiana back to France, but it was not until November 30, 1803, that the French flag was raised. The United States had purchased the Territory from Napoleon in May, 1803, before the French had actually taken possession; however, the actual transfer took place on December 20, 1803. Then on March 26, 1804, Congress passed the Louisiana Territorial Act setting up the form of government for the new possession. The Act divided the Territory into two parts: Louisiana and Orleans. The State of Louisiana was later formed from the Territory of Orleans. Executive power was given to a governor of each territory, who was appointed by the President of the United States with confirmation by the United States Senate. He had to be a resident of the Territory and his office was for three years. The President also appointed for a term of three years three judges to form a Superior Court and a Secretary of the Territory. A group of

thirteen of the "most fit and discreet persons" of the Territory were to be appointed by the President of the United States annually, to be called the Legislative Council. All legislative power was given to this group and the governor. The Act of 1804 thus recognized the apparent lack of readiness for self-government of the people of the Territory, who had long been under the governing power of the despotic governments of France and Spain. The first Legislative Council was convened by Governor W. C. C. Claiborne in New Orleans on December 4, 1804.

By this date there was a mixture of English, French, and Spanish citizens in the Territory, along with some from the States. Many were dissatisfied with the type of government provided by the Territorial Act of 1804, and particularly because of its contrast to the Ordinance of 1787 which governed the Northwest Territory. The Act of 1804 called for a legislative council composed of 13 freeholders appointed by the governor, while the Ordinance of 1787 provided for election of legislators according to population. The first council expressed its resentment to the Congress and the President and subsequently, on March 2, 1805, the President approved an Act of Congress providing for the election of a House of Representatives of 25 persons, which in turn would submit 10 names from which the Congress would select five persons to be called the Legislative Council. Thus began the two divisions of the present-day legislature, as provided for in the Ordinance of 1787. It stated that "the General Assembly or Legislature shall consist of the Governor, Legislative Council, and a House of Representatives."

#### Creation of Parish Offices and Police Jury

The first Legislative Council of 13, at its meeting on December 4, 1804, divided the Orleans Territory into 12 geographical districts and

called them "counties," as in the other states. The Act also created the offices of county judge, justices of peace, sheriff, coroner, clerk, and treasurer for each county. However, as confusion arose over the term county because of the acquaintance of the inhabitants with the church parish as a geographical area of administration of civil law, the Legislature and the Governor, by legal act approved March 31, 1807,<sup>14</sup> re-divided the Territory geographically into 19 areas which were redesignated "parishes." The boundaries of these were based mostly on those of the original 21 ecclesiastical parishes established by the Spanish in 1769. This Act, consisting of 36 sections, while creating the parish as the basic local government area for court purposes, did not abolish the county. Section 32 reads: "That the division of the territory into counties shall subsist for the purpose of making the election of the Representatives of the territory, and levying the territorial taxes."<sup>15</sup> All county offices in the 1804 Act were abolished. The parishes were divided into five superior court districts, with a sheriff and a clerk appointed to each.

During the approximately two-year existence of the 12 counties, they had been governed by county judges as chief administrative officers with taxing powers, assisted by the justices of peace and the other officers mentioned in the 1804 Act, all appointed by the Governor. The 19 parishes were at first governed in a similar manner, except that a parish judge

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<sup>14</sup>Robert Dabney Calhoun, "The Origin and Early Development of County-Parish Government in Louisiana (1805-1845)" (Reprinted from The Louisiana Historical Quarterly, 1934).

<sup>15</sup>Ibid., p. 34.

assumed the duties of the county judge and all other officers, until April 6, 1807, when the Legislature revised their form of government to provide for the appointment of "a jury of twelve inhabitants" by the parish judge to serve with him and the justices of peace. This group, which later came to be called the "police assembly," was charged in the Act with the responsibility for "execution of whatever concerns the interior and local police and administration of their parish," including the raising of funds. On March 16, 1810, an Act was passed creating the office of sheriff for each parish alongside the five district court sheriffs and providing for his compensation from the "police assembly of the parish." This was the first designation of the body composed of the parish judge, and the 12 citizens as a "police assembly."

A Legislative Act of April 30, 1811, made members of the police assembly elective and designated the body officially for the first time as a "police jury," although the term was used first in an Act of March 6 of that year creating the Town of Vidalia. Powers of the judge were reduced; he remained as ex-officio member of the jury. A state constitution was framed incorporating this system of government for local parishes and Louisiana became a State of the Union in 1812. Legislation of 1824 eliminated justices of peace from the jury and in 1830 judges were excluded from membership. County designations continued to appear in official documents, in some cases representing two or more parishes, until all reference to counties was dropped in the Constitution of 1845.

On March 25, 1813, two years after the adoption of the term "police jury," the Legislature adopted legislation setting forth organization and powers of the jury and providing for the creation of subordinate geographical areas within parishes to be called "wards" for securing equal



representation on the jury from all parts of the parish. It provided for the election of citizens from these wards to serve on the police juries without compensation and under penalty of fine for nonattendance at meetings.

Over the following years, as new parishes were created, police juries were given added powers by the Legislature and compensation was provided for the members, but the penalty for nonattendance was retained in present law. These and later statutes relating to the establishment of parishes and wards within a parish were consolidated in 1950 into the Louisiana Revised Statutes of 1950, Title 33.

Accordingly, the police jury of a parish, evolved as described above, is permitted to redistrict the parish into not less than five nor more than twelve "police jury wards" by a two-thirds record vote of the jury, which decides the ward boundaries at will. Thereafter, one police juror is elected by the voters from each ward of the parish at a general state election for a term of four years.<sup>16</sup> In addition, when a parish has a population between 50,000 and 175,000, and a ward has in excess of 7,500 inhabitants, it may elect another juror for each 10,000 inhabitants or part thereof in excess of 7,500.<sup>17</sup> No additional juror in excess of this number is permitted when the population grows beyond 175,000 in the parish. In parishes having a population of less than 50,000, an additional police juror is elected for each additional 5,000 persons in a ward or part thereof in excess of 2,500. For example, assume a parish has a population

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<sup>16</sup>Title 33, Section 1233, Revised Statutes of 1950.

<sup>17</sup>Ibid.

of 45,000 at the latest Census count, 17,500 of whom live in Ward 1 of the parish. Ward 1 is entitled to one police juror as a ward, one additional juror for the first 5,000 in excess of 2,500 persons, another for the next 5,000, and one other for the next and last 5,000 persons, for a total of four jurors on the police jury for the parish, all of whom must be residents of Ward 1.

The organization of the Police Jury in Lincoln Parish and its relationship to other layers of government are described in Chapter 2.

### The Parish School Board

Reference to the statutes and codes of law in Louisiana reveals a varied history of the public school system in the state. In the first few years following acquisition by the United States, appropriations and funds were apparently extremely inadequate to establish schools on a county basis, although some evidence exists that elaborate plans using the county as a unit were developed.<sup>18</sup> Most of the schools organized were secondary schools. A board appointed by the judge (head administrator of the county), and later by the officials of the College of New Orleans, established in 1804, consisted of local inhabitants and had general supervision of the public schools of the local area, with trustees for administrative detail. The board as a rule charged tuition. So when the "parishes" were created in 1806 and the parish system of government began, most of the schools were in effect private in character.

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<sup>18</sup>Carleton, op. cit., Chapters 4 and 5.

Following the creation of police juries as described in the previous section, additional duties gradually were assigned to them. Among these were the authorization in 1821 to levy a tax for the purpose of education. The tax could not be more than one thousand dollars in each parish. The police jury of a parish had to account to the trustees of the schools for the funds collected by the tax, while any funds allocated by the state to the trustees were subject to review by a grand jury.

In 1827 the Legislature authorized police juries to appoint a five-member Board of Administrators for the general administration of the schools in each parish.<sup>19</sup> The Board of a parish, after choosing its own officers, appointed annually three heads of families in each ward as trustees of that ward's schools. The board was responsible for apportioning state funds among the various wards. Each school could have not more than 100 free students each session; others were required to pay tuition for the financial support of their school.

The Louisiana Constitution of 1845 provided for a system of public schools throughout the State. In 1847 the position of Parish Superintendent was created by the Legislature. A parish superintendent was to be elected for a two-year term. The superintendent acted as parish treasurer for school funds and was required to give bond because of this feature. General supervisory power over the parish school system was placed in his hands. Working in cooperation with the police jury, the superintendent was authorized to lay out school districts, in each of which three school directors from among the citizens in the district were

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<sup>19</sup> Ibid., p. 59.

elected each year. These directors assumed the powers of the former ward school trustees. For additional finances to support the school system, the state levied a general property tax of 1 mill per dollar of assessed valuation of all taxable property. Proceeds from this tax were prorated among the parishes.

The duties of the parish superintendent were delegated to the parish treasurer in 1856 and the police jury of a parish was given the authority to set the qualifications of teachers. The board of directors of each school district was given corporate powers. When additional money was needed for the support of the school system, in addition to that received from the state and parish, such amount could be raised by a property tax levied within the district. However, no tax could be levied for the building of a school house in any district without the consent of a majority of the qualified voters of the district.<sup>20</sup>

In 1870 the state was divided geographically into six educational divisions. Upon nomination by the state superintendent of education, a superintendent of each of these divisions was appointed by the Governor. A board of directors consisting of three to five members for each of the divisions was appointed by the State Board of Education. The office of parish superintendent was abolished, and a board of parish directors consisting of five or more members was appointed for each parish by the State Board of Education. This created a situation in which there were both division and parish boards of directors for the school system. Members of these boards held office for two years. In order to finance the school system, police juries were authorized to levy a tax of not

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<sup>20</sup>Louisiana Revised Statutes of 1856, pp. 190-195.

more than two mills per dollar of assessed value of property per year to be apportioned among the school districts of the parishes according to the number of children in each district eligible to attend school.

For a school district within a parish, a board of three directors was appointed. The voters of a school district within the parish could vote a tax, not to exceed 10 mills per dollar on all taxable property in the district to be used for school purposes.

The Acts of 1870 and other years immediately following the Civil War brought such sweeping changes in the public education system of Louisiana that "the whole school system of the state assumed the form of a gigantic pyramid with the governor at the apex."<sup>21</sup> A State Board of Education to prepare general rules and regulations for the schools in the state and to supervise them had been established. Parish boards were called upon to enforce these regulations and to provide for a major portion of the financing of the schools. The structure of the present educational system in Louisiana is the result of this pattern of development.

The Constitution of 1921, Article 12, provides the constitutional background for the present parish-state relationship for operating Louisiana's public schools. Sections 4-6 authorize the Legislature to confer upon a State Board of Education, consisting of 11 members elected by the voters of eight congressional and three public service commission districts, authority to supervise and control all free public schools of the state except Louisiana State University. This board acts through its

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<sup>21</sup>Carleton, op. cit., p. 59.

secretary and executive officer, the State Superintendent of Education, who is elected each four years at the general state election by the voters of the state. School funds appropriated by the state Legislature are distributed to the parishes through the State Superintendent and State Board of Education.

Article 12, Section 10, of the 1921 Constitution authorizes the Legislature to make provision for a parish school board and a parish superintendent to receive funds from the state board and to carry out the school functions in each parish, subject to the general supervision of the State Board of Education acting through the State Superintendent of Education. Act 100 of the 1922 Legislature, as amended and now incorporated as Title 17 of Revised Statutes of 1950, Sections 1 and 51, made effective these constitutional provisions.

### CHAPTER III

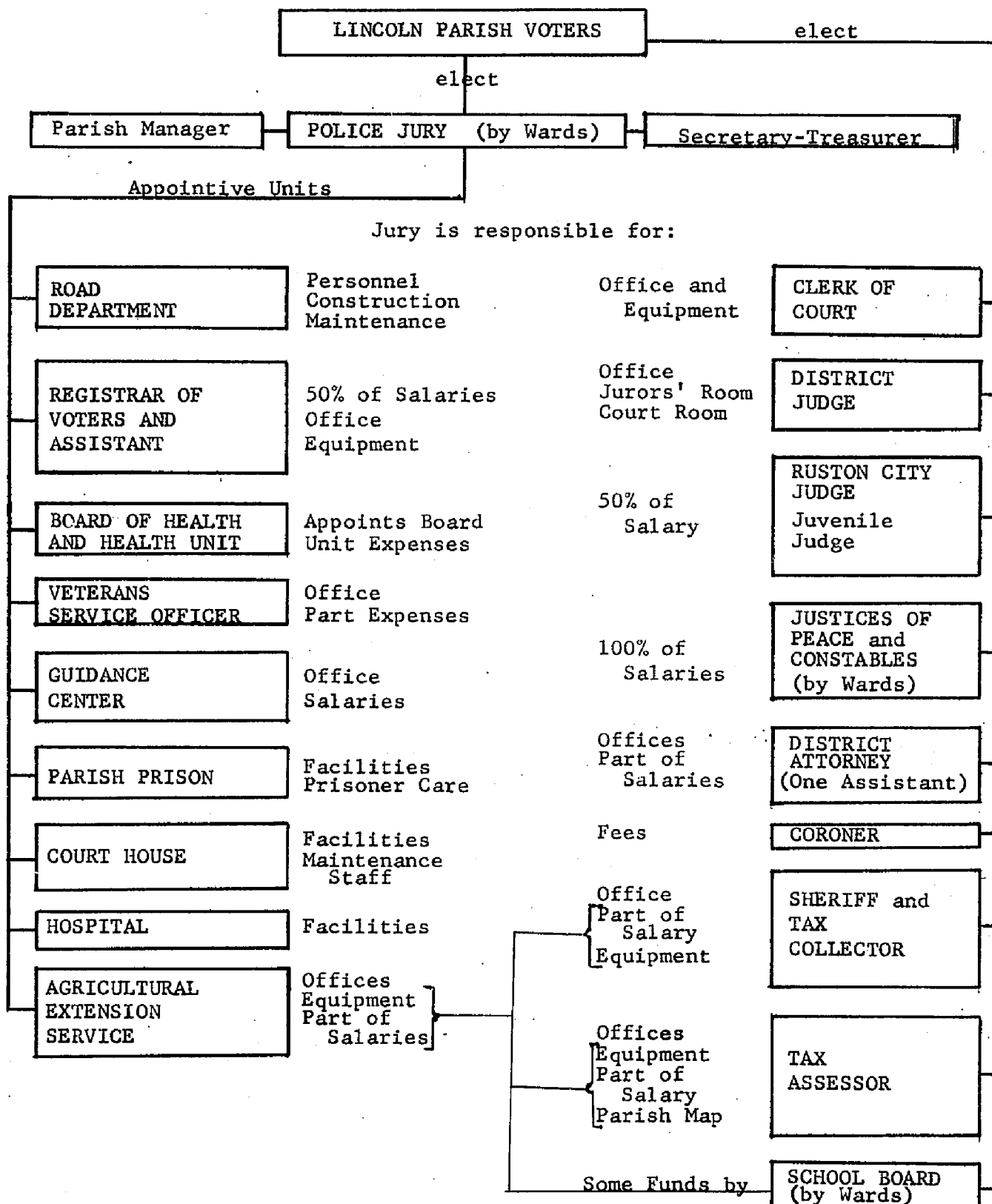
#### LINCOLN PARISH GOVERNING AGENCIES, THEIR FUNCTIONS AND INTERRELATIONSHIPS

Lincoln Parish was created by Act 32 of the Legislature of 1873 from portions of the parishes of Bienville, Claiborne, Jackson, and Union. Four years later, a part of the new parish was annexed to Jackson Parish on the South by Act 29 of 1877. In 1904 a portion of Jackson Parish was returned to Lincoln Parish by Act 97, extending its boundaries to present limits. The parish was then divided into eight wards. There is no central government for a ward analagous to that of a police jury for the parish.

#### The Parish Police Jury

The central parish governing body consists of eleven police jurors, elected by wards in the manner described in Chapter II. The present population (1961) of the wards is such that seven of them are represented by one juror each, while Ward 1, containing the parish seat of Ruston, has four members on the Jury. The body is responsible for road construction and maintenance, health and sanitation ordinances, construction and operation of a court house, establishment of polling places for elections, and other civil duties delegated to a jury by the Louisiana Legislature.

Organizational Relationship of Police Jury  
to Other Parish Governing Agencies





The Jury elects a permanent secretary whose office can also be combined with that of the parish treasurer, who must be elected by the Jury every two years. The Lincoln Parish body has combined these two offices, paying one person to serve in both capacities.

Regular meetings of a police jury are held by legislative decree on the second Tuesday of each month. This central parish governing body has the authority to incur bonded indebtedness and to levy taxes, to require business licenses, special assessments, and fees, with some limitations by the State, for financial support of the services rendered to its citizens. The revenue and expenditures of the Lincoln Parish Police Jury are presented in Chapter V.

#### The Parish School Board

In accordance with provisions of Title 17 of Revised Statutes of 1950, a parish school board can be composed of from five to sixteen members, depending upon the number of police jurors in the parish. The members are elected from the police jury wards, one member for each police juror, for a term of six years at congressional elections. One-third of the board must be elected every two years. If a parish has a municipality with a population exceeding one-half of the population of the parish, this municipality has representation on the board proportionate to its population. The Lincoln Parish School Board consists of 11 members from the eight wards, according to these provisions, since the parish has 11 police jurors. It is an independent unit of government, entirely separate from the Police Jury, but cooperating with it on many matters of policy and law pertaining to the interests of the citizens of

the parish. The board members meet once each month in regular session, and occasionally by special call of the president after due notice as required by law. They elect from among themselves a president and a vice-president for a term of not more than six years. Section 56 of Title 17 provides that each board member receive compensation of \$30 per day for attendance at the monthly meeting, plus ten cents per mile travel pay from his home to the meeting place and return. When a member acts in an official capacity as a committee member for the board, he may receive \$30 per diem for one extra day per month unless his committee work falls on the same day as the board meeting.

The Parish Superintendent of Schools is chosen and paid by the Parish School Board; he also acts as ex-officio Secretary of the Board and keeps it informed as to needs and progress of the school system of the parish, as well as instructions and regulations from the State Superintendent of Education. The board also hires two parish supervisors of schools--one white and one Negro--to assist the Superintendent, a visiting teacher for the parish, and the corps of teachers, administrators, bus drivers, and maintenance personnel of the various schools in the parish.

Like the Police Jury, but acting as an independent unit of government, the School Board is authorized to levy taxes and incur bonded indebtedness (subject to limitations imposed by the State), for the purpose of conducting the school system within the parish. Louisiana statutes also permit the School Board to establish various kinds of subordinate areas or bodies for local school finance and administration, such as junior college districts, local school districts, consolidated school districts, and a parish-wide school district. Each of these areas is an

adjunct of the School Board and has no other separate governing unit; however, the board's tax and debt authority limitations on a parish-wide basis can be duplicated for any one of the special districts created. For example, suppose the board levies a tax at the legal maximum rate of five mills parish-wide for general school maintenance. It can create a school district in a portion of the parish and levy the same millage again within that district, for a total of ten mills therein. While these are two legally separate areas for revenue purposes, both are administered by the same board, and the same property owners pay both taxes, to the extent that their property lies in both districts.

#### Municipalities

The third element of local government in Louisiana, in addition to the Police Jury and School Board, is the municipal government, commonly referred to as city or town government. There are five municipal governments in Lincoln Parish; namely, Ruston, Dubach, Choudrant, Simsboro, and Grambling. Each is administered by a town or city council, the members of which are elected for four-year terms by the voters living within the respective municipality. Each of these governing bodies is authorized by the Louisiana legislature, with constitutional authority, to provide for the raising of revenue in support of its functions. Revenue sources permitted are general property taxes, special assessments, business licenses, fees and fines, and public utilities.

Property taxes for general fund purposes of municipalities are limited to seven mills per dollar of assessed value of property within the boundaries of the town or city by Article 14, Section 12, of the

Constitution of 1921, compared to the maximum rate of four mills for parish governments fixed by Section 11. Exceptions to this rate are the city of New Orleans, and cities of 75,000 or more, which can levy a special tax of one mill for the support of a three-platoon police department.

Residents of municipalities are also governed by the ordinances and regulations of parish government, except in a few instances where municipal residents are exempt from their application by state law, and in cases where the parish government voluntarily exempts them from being subject to its actions because the town or city has ordinances similar to those of the parish. In Lincoln Parish, municipal property owners in the city of Ruston are exempt by state law from one-half of the four mills parish general property tax since Ruston builds and maintains its own streets and roads.

#### Other Agencies or Officers

In addition to these major governmental units, there are offices and agencies which are partially controlled by the parish government and some which independently carry out governmental functions but do not have legislative and taxing power such as is enjoyed by the Police Jury and School Board. Following is a list and a brief description of each.

#### Clerk of District Court

Article 7, Section 66, of the Constitution of 1921 provides for one clerk of district court in each parish, to be elected by the parish voters each four years at the time of the gubernatorial election. Legislation effecting this provision and specifying powers and

compensation is given in Revised Statutes of 1950, Title 13. The clerk's salary is fixed by the State Legislature but is paid from a fund provided by fees charged for services rendered by his office; these fees are fixed by Revised Statutes 13:781 et. seq.

Article 7, Section 67, of the Constitution stipulates that clerks may appoint deputies with the approval of district judges. The salaries of these, as well as expenses of the office except for equipment, are paid from the fund accumulated through service fees. The Parish Police Jury furnishes office quarters in the court house and provides office equipment, such as legal forms, bindings for legal documents, and storage cabinets for public records. Any surplus in the salary fund at the close of a term of district court in excess of one-third of the past year's revenue is remitted to the Police Jury, as required by Revised Statutes 13:785. The clerk may convene the Police Jury into session whenever the office of president of the Jury is vacant. This is the relationship which the parish governing body holds to the Office of Clerk of District Court. The clerk's expenditures and revenue sources are given in Chapter V.

#### Judges, Courts, and District Attorneys

Article 7, Sections 31-35, of the Constitution of 1921 authorizes the Legislature to divide the State into judicial districts and arrange for election and compensation of judges for same. The Parishes of Lincoln and Union comprise the Third Judicial District with one judge who is elected by the qualified voters of the district each six years. His salary of \$5,000 per year, payable monthly on his own warrant, is

paid by the State from its General Fund. However, the Parish Police Jury is required by law to provide a suitable court house with sufficient rooms for jurors, witnesses, and for the district judge to preside over court cases during his circuit in the parish. It must also pay for attendance of grand jurors, petit jurors, witnesses, and clerk of court costs. The provision and maintenance of a jail to house prisoners, as well as the care of them, are further obligations of the parish government.

Section 51 of Article 7 permits the Legislature to abolish justice of peace courts (described below) in wards embracing a parish seat, or containing cities of more than 5,000 inhabitants, and create in their place a new city court to have civil jurisdiction over certain types of cases. This was done for Ward 1 containing the city of Ruston. Compensation for the judge of the city court in this instance is fixed by the Legislature but paid one-half by the city of Ruston and one-half by Lincoln Parish in accord with provisions of the law establishing the court. The Parish's share of this expense is \$6,000 per year. The judge is elected each six years. This court also serves as Juvenile Court for Ward 1 in accordance with the provision of Section 52 of Article 7. Extra compensation of \$1,200 per year for the judge is provided by the State for this function.

One district attorney for each judicial district in the State is afforded by Article 7, Section 58, of the Constitution, and Revised Statutes of 1950, Title 16. He is elected for a term of six years at the same time as the district judge. His salary is fixed by the Legislature, as well as the proportion of it which is to be paid by each parish in the district. In addition, he receives \$5,000 per year from

the State. The salary of the District Attorney for the Lincoln-Union District is \$4,750 (Lincoln \$2,500; Union, \$2,250), making a total salary of \$9,750 per year. Lincoln's share of the cost of the district attorney's office is \$3,100 per year, including \$600 of the salary of the assistant district attorney, who is paid an additional \$600 per year by Union Parish and \$3,000 per year by the State. An expense allowance of \$5,000 per year for clerks and assistants, supplies and travel expense is granted to the district attorney by the State; any expense in excess of this amount must be borne by the Parish Police Jury.

#### Justices of Peace and Constables

Sections 46-48 of Article 7 of the Constitution provide for the division of a parish into justice of the peace wards by the Police Jury and for the election of one justice of peace in each ward at the general state election every four years. Section 49 permits the election of one constable for each justice of peace court at the same time. Section 50 requires that justices of peace and constables shall receive fees as fixed by the legislature for their services in civil cases, but in lieu of fees in criminal and peace-bond cases they shall be paid a salary to be fixed and paid by the Police Jury in proportion to the amount of work or business done. There are seven justices of peace and seven constables in Lincoln Parish, who are paid a total of \$3,360 per year. Much of the work of a justice of peace centers around the performance of marriages and the exercise of Notary Public functions. A constable serves as a kind of ward policeman.

### Coroner

Article 7, Section 70, and Revised Statutes of 1950, Title 33, provide for the election of a coroner for a parish by the electors at the general state election for a term of four years. He must be a Doctor of Medicine and licensed to practice in the State. He is ex-officio the parish physician. He must investigate and witness the death of a person when a physician was not in attendance prior to death. The Constitution requires that he shall act for and in place of the sheriff whenever the latter is an interested party to a legal dispute and when his office is vacated, except that a coroner cannot act as tax collector. The Police Jury provides compensation for his office as coroner, and fees as fixed by the Legislature are charged for his services. The cost of the coroner's office for Lincoln Parish amounted to \$1,295 in 1959.

### Sheriff

The office of Sheriff in each parish in Louisiana is created by authority granted in Article 7, Section 65, of the Constitution of 1921. Sections 73 and 74 provide for compensation for same. This authority is made effective by Revised Statutes of 1950, Title 33, Sections 1421-1423. The sheriff is the chief law enforcement officer for the parish, enforcing the parish ordinances and the laws of the state within the parish. In addition, the Constitution provides that ". . . the sheriff, except in the Parish of Orleans, shall be ex-officio collector of state, parish, and all other taxes, except municipal taxes, which, however, under legislative authority he may also collect." He is elected each four years by the parish voters. He may appoint deputies to assist in law enforcement, as well as a deputy tax collector.



Act 447 of 1958 fixed the Lincoln Parish Sheriff's salary at \$9,000 per year. The legislative session of 1960 raised the salary to \$10,200. To provide a fund for his compensation and other expenses of the sheriff's office, the sheriff is permitted to collect fees in civil, criminal, and other matters of law and to deduct a commission from all taxes collected by him. A minimum of \$1,000 must be maintained in the salary fund from these sources. Revised Statutes of 1950, Title 33, as amended by Act 446 of 1958, sets the commission from tax collections for the Lincoln Parish Sheriff at "ten per cent of the first \$450,000 and six per cent of all amounts over \$450,000 of aggregate taxes shown to be collectible by the tax rolls: all state, parish, school, levee, and other taxes and licenses, including all special taxes, except the Confederate Veterans tax, including hunting and fishing licenses collected by him and actually paid by him into the state and parish treasury or to the authority designated by law to receive the same."

Section 1428, Title 33, Revised Statutes of 1950, sets the fees in civil matters that can be charged for the expense fund by the sheriff of Lincoln Parish; Section 1432 limits the fees in criminal matters.

The Parish Police Jury provides office quarters in the court house for the sheriff and maintains a jail and prison facilities. The Jury may provide equipment for the sheriff, but this is usually provided from the salary and expense fund. This is the only relationship which the parish government holds to the office of the parish sheriff.

The audit by the State Supervisor of Public Funds for the fiscal year ended June 30, 1960, showing the amount collected by the sheriff from fees and other sources and how it was spent, is presented in Chapter V.

## Tax Assessor

Title 47, Section 1901, of the Revised Statutes of 1950, originally passed by the Legislature of 1906, provides for the election of a tax assessor in each parish except Orleans at the general state election to be held every four years. Constitutional authority for this is Article 14, Section 9. His term of office dates from and after the 31st day of December of the year in which he is elected. The duty of the tax assessor is to enumerate, list, and assess property for tax purposes as directed by property taxation laws of the state. After preparing the tax rolls each year, showing valuations and assessments made, he must present same to the Louisiana Tax Commission, and also to the Police Jury within the time and manner prescribed by the laws regulating the assessment and review of assessment of property. He has no authority to collect the taxes. The assessor may hire as many deputies as he may require. Two are employed by the Lincoln Parish Assessor (1960). He may use these deputies in the actual work of assessing the property or preparing the tax rolls, but the assessor remains responsible officially for any acts performed by them. The salary of the assessor and amount of his office expense are fixed by the State Legislature. Act 99 of 1960 placed the salary of the Lincoln Assessor at \$9,600 per year. In order to provide a fund from which his salary and expenses of his office are paid, the parish governing authority and the Parish School Board advance to him a sum in the beginning of each year sufficient to cover these expenses. Whenever the assessor has completed his assessment roll and filed same with the Louisiana Tax Commission, and upon the final acceptance of the assessment roll, the Treasurer of the State of Louisiana, the

Treasurer of the City of Ruston, and the Louisiana Forestry Commission, all receiving property taxes from Lincoln Parish, pay to the assessor for the salary and expense fund an amount proportionate to the share of taxes received by each. The assessor refunds the portion of the Police Jury and School Board advancement that is in excess of their shares of assessment cost. Thus, in the final analysis, the burden of the salary and expenses of the tax assessor does not fall entirely on the parish government. It is required to furnish office space and equipment for the tax assessor, such as binders for the permanent tax records and office machines. However, in practice most equipment is purchased from the assessor's expense fund. The Police Jury also serves as reviewing body in case of complaints arising from property owners regarding the assessment and valuation placed on their property by the assessor. The Police Jury and School Board are required to furnish a map of the parish on which all taxable property can be identified.

Act 170 of the Legislature of 1898 provides that the Governor may remove the assessor from office at any time for negligence, inefficiency, incompetency, malfeasance, or any cause which he may consider sufficiently grave.

A detailed statement of revenue for the Lincoln Parish Assessor's Salary Fund for 1959 and how it was spent, as audited by the State Supervisor of Public Funds, is given in Chapter V.

#### Registrar of Voters

The office of Registrar of Voters is authorized by Article 8, Section 18, of the Constitution of 1921 and was created by legislation

incorporated as Title 18 of the Revised Statutes of 1950. The registrar is an officer of the parish who is appointed by the Police Jury, subject to approval by the Governor of the State. The Governor may remove the registrar for reasons of negligence in the administration of his duties.

The salary of a registrar of voters is fixed by the Legislature in Section 5 of Title 18 according to the population of the parish at the latest United States decennial census or as determined otherwise by the Police Jury. Act 246 of 1960, Section 1, amended the salary schedule to make it \$5,950 per year for a registrar of voters when the population of a parish is 20,001 to 30,000. This is the salary of the Lincoln Parish Registrar since the parish had a population count of 25,782 in 1950. One-half of the salary is paid by the Police Jury and one-half from the State General Fund. Act 558 of 1960 permits the Police Jury to pay the registrar a supplementary amount up to \$2,500 per year. In addition to paying one-half of the salary, the Police Jury must furnish office quarters and provide equipment for the registrar.

Section 6 of Title 18 provides for one deputy registrar for Lincoln Parish at a salary of \$2,400 per year, one-half of which is paid by the parish and one-half by the State (Act 77 of 1959). The deputy is appointed by the registrar.

A registrar may employ additional clerical help in emergencies upon approval by the Police Jury which must pay for it, or the Governor may appoint extra help out of his funds for law enforcement.

The duty of the registrar is to conduct the registration of citizens for voting and prepare a qualified list of voters for each local, state, and national election in accord with voter registration laws of the State.

His office is closed to prospective registrants thirty days before each election, during which time the qualified list of voters is prepared.

#### Board of Health and Health Unit

Article 6, Section 11, of the Constitution requires the Legislature to create a Board of Health for each parish to be subordinate to the State Board of Health. This board now exists for Lincoln Parish and serves without compensation. In cooperation with the State Board of Health, the parish provides an annual sum of \$14,000 for the maintenance, operation and staffing of a Parish Health Center facility. This agency serves to offer medical aid to the general public of the parish in certain circumstances such as epidemics, publicly promoted inoculations, birth registrations, and the like. A doctor, known as the Parish Health Officer, is hired as head officer of the unit. He is assisted by nurses and aides.

#### Veterans Service Officer

The Legislature, through the Department of Veterans Affairs, has made provision for the maintenance of a contact officer for veterans of United States military service at the parish seat of government. To maintain the office with one employee as Service Officer, the Lincoln Parish Police Jury furnishes quarters in the court house and a financial contribution, which amounted to \$2,040 in 1959.

#### Guidance Center

The Police Jury of Lincoln Parish has established an office in the court house known in the parish as a Guidance Center where citizens

desiring his services may consult weekly with a physician dealing with problems of mental health. To staff this office, the parish spent \$1,300 in 1959 for a secretary and assistant.

#### Agricultural Extension Service Offices

As in all other parishes in Louisiana, Lincoln Parish enjoys the services of an Agricultural Agent and a Home Demonstration Agent, with their assistants. The Agricultural Extension Service of Louisiana State University, in cooperation with the U. S. Department of Agriculture, employs and supervises these agents to work with rural people. The Act of Congress which established these services sought to encourage local support for the program. Accordingly, the Parish Police Jury and the Parish School Board over the years have contributed funds to pay a portion of the salary of each agent. No fixed sum is required by any law as the amount contributed by each. In the past there have been years in which one or the other has seen fit to reduce its contribution because of financial shortages. In recent years, however, the amount allocated to the Extension Service has remained the same each year. In 1959 the Police Jury paid \$1,245 total to all agents and the School Board paid a total of \$1,375. These funds are paid directly to the agents; the amount received is included by the Extension Service as a part of the total annual salary of each. The Police Jury and School Board report to the Extension Service annually the amount paid to the agents for the year. In addition, the Police Jury furnishes telephone costs and office space in the court house; the Jury and School Board provide office equipment and supplies. Both the Police Jury and the School Board must approve

the appointment of agricultural agents and receive from them periodic reports of their work.

#### Department of Public Welfare

The Louisiana Department of Public Welfare maintains an office in Lincoln Parish for the administration of Federal-State Welfare Funds within the parish. The Police Jury supplies office quarters in the court house for this office.<sup>1</sup> There is at present no other financial or administrative relationship of the parish government to the Public Welfare Office.

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<sup>1</sup>Beginning in 1960, the Department of Public Welfare will contribute \$200 per month to the upkeep of the court house in lieu of rent.

## CHAPTER IV

### THEORETICAL CONCEPTS PERTAINING TO REVENUE SOURCES

The sources of revenue currently utilized by the governing bodies in Lincoln Parish are:

1. The general property (ad valorem) tax
2. The gasoline tax
3. The natural resources (severance) tax
4. State grants-in-aid
5. Fees and fines

The purpose of this chapter is to examine the economic and social concepts which theoretically justify the use of each of these forms of revenue.

#### The General Property Tax

The general property tax was the most important single source of tax revenue to all layers of government in the United States until about the time of World War II (Table I). Even now, recognizing that national and state governments have found other important sources of revenue, local governments obtain around \$15 billion annually from property taxes. For the nation as a whole, about 60 per cent of the revenue raised by local governments from local sources comes from the property tax.<sup>1</sup>

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<sup>1</sup>U. S. Bureau of the Census, 1957 Census of Governments, IV, No. 3, Table 6 (1959), 22.



TABLE I

Sources and Amount of Revenue Supporting All Levels of Government in the United States,  
Selected Years, Showing Per Cent Derived From the Property Tax

REVENUE SOURCE	1922	1932	1940	1942	1953	1957
			(Million Dollars)			
Property tax	3,321	4,487	4,430	4,537	9,375	12,864
Individual income tax		479	1,183	3,481	30,881	37,374
Corporation income tax	2,040	677	1,279	4,999	22,055	22,151
Sales, gross receipts, and customs taxes	1,306	1,485	4,109	5,776	17,279	20,594
Other taxes, including licenses	721	849	1,687	2,000	4,112	5,650
Miscellaneous general revenue	1,507	1,601	2,170	3,554	9,420	14,091
Utility and liquor stores revenue	266	463	998	1,277	3,324	4,127
Total Revenue <sup>a</sup>	9,161	10,041	15,856	25,624	96,446	116,851
Property tax as per cent of total	36.3	44.7	27.9	17.7	9.7	11.0

<sup>a</sup>Exclusive of insurance trust revenue.

Source: U. S. Bureau of the Census, U. S. Census of Governments: 1957 (Washington: U. S. Government Printing Office), Vol. IV, No. 3, Table 2, 1959.

The use of the property tax in the United States in its present form appears to have developed as late as the nineteenth century. Only one case was found by one authority prior to 1800 where some sort of uniformity in the property tax existed. That was in the constitution of the State of Tennessee in 1796, which stated:

All lands liable to taxation . . . shall be taxed equal and uniform, in such manner that no one hundred acres shall be taxed higher than another, except town lots which shall not be taxed higher than 200 acres of land each.<sup>2</sup>

This provision had reference to uniformity of taxation based on area of land rather than on market value of it. Soon other states followed a similar pattern. Some listed specific items of property to be taxed and stated the values at which they were to be listed for taxation.

By the 1820's some states were assessing all property owned, including personal property, and calling for assessment according to relative market value of the items. Groves states that the territorial legislature of Illinois in 1833

set up a classification of lands--such as bottom lands, other located lands, claims to lands not yet located--and levied specific taxes against such lands at a certain sum per acre (resembling the earliest taxes of England). The best or first-class land was expected to pay \$1 per acre. Although the newly adopted Constitution called for a tax in proportion to the value of one's property, the tax law of the following year merely modified the classification in effect by attaching a value per acre to each of the three different classes.<sup>3</sup>

The use of the property tax began at a time when most wealth was in the form of land and improvements on the land. The amount of these

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<sup>2</sup>Jens P. Jensen, Property Taxation in the United States (Chicago: University of Chicago Press, 1931), p. 37.

<sup>3</sup>Harold M. Groves, Financing Government (5th ed.; New York: Henry Holt and Co., 1958), p. 618.

holdings was taken to be a measure of financial success. The equity principle of "equal treatment of those equally situated" was reflected in the taxation of property consisting mostly of land and buildings. Most income of the country in the first half of the nineteenth century was derived from agricultural pursuits. The belief that land-holdings provided a measure of ability-to-pay, resulted in justification of a uniform land tax to provide revenue needed for local and state government operations.

Another reason for use of the general property tax is the ease and certainty with which it can be levied. While items of personal property can escape listing, land and improvements cannot hide. Values can be placed on them, whether especially accurate or not, and a tax rate can then be calculated that will yield the revenue desired.

There are two basic assumptions in the use of the property tax as a source of revenue. First, there is a positive relationship between the value of goods owned by a person and his ability to pay taxes; second, in keeping with the benefit theory of taxation, property owners are the most apparent beneficiaries of the protective and utilitarian services of government. Property, especially that which can be readily found and is relatively immovable, thus has become an object of sure taxation. It has become so embedded in the revenue structure of local governments as a certain source of income that efforts to reduce its importance are usually in vain. Because real estate taxes are usually capitalized in the value of the property, any sudden elimination or reduction of them now would tend to give present owners a decided increase in value.

Arguments against the use of the property tax are (1) the inequitable tax burden it brings to property owners, (2) the inability of

assessors to find all personal property for assessment, and (3) the variation in rates of assessment and valuations of property among different classes of property and even among similar items. In regard to the first of these arguments, two pieces of residential property may be assessed at the same value, and the owners pay the same absolute amount of taxes. But if incomes out of which the taxes must be paid are considerably different, the owner with the lower income carries a larger tax burden relative to ability to pay than the other.

### The Gasoline Tax

The motor fuel tax, commonly known as the gasoline tax, was first used in the United States about 1919. In a little more than a decade it became the most important highway-user tax, providing more revenue than the older vehicle license tax. While it may be considered a consumption tax because it is a levy upon a consumer good, the motor fuel tax is generally defended as a special benefit tax for the use of highways. Because of this it is probably considered by most intelligent taxpayers as a more popular tax than most others. The theory of the gasoline tax has been that it is a fair and just price to pay for good road facilities since the users of the roads will be paying for their construction and maintenance, without having the burden fall upon non-users. In other words, it is supposedly an excellent example of application of the benefit theory of taxation.

In Louisiana, where the state gasoline tax is dedicated to the construction and maintenance of road systems, past and present, this theory appears pertinent. The revenue received by Lincoln Parish as

its share of the gasoline tax is used entirely for roads. This appears to be in keeping with the benefit theory of the tax.

Some advantages of the use of the gasoline tax are as follows:

(1) It is easily and inexpensively administered as far as the local government is concerned. Each dealer pays the state gasoline tax of seven cents per gallon to the Collector of Revenue periodically. The Collector deposits the revenue from one cent of the tax to a special fund out of which the State Treasurer apportions an amount to the Parish Treasurer.

(2) Tourists from other states contribute to the tax in approximate proportion to their use of the highways. If highway maintenance taxes were on general sales, income, or property, tourists would not share in the upkeep of the highways which they help to wear out.

(3) It is a consistent producer of large amounts of revenue since the consumption of gasoline is somewhat in proportion to the growth of population and use of the ubiquitous automobile. It is an easy source of revenue due to the highly inelastic demand for gasoline.

A decided disadvantage in the gasoline tax is that its purchasing power lags during continuous inflation because it is a specific absolute tax, in contrast to the escalator feature of the ad valorem tax that is supposed to be tied to rising values of property.

#### The Severance Tax

The severance tax as used in Louisiana is a tax on natural resources. Natural resources have certain special characteristics that create

distinctive tax considerations. Some resources, as classified by Groves,<sup>4</sup> are such as to be destructible and reproducible at the same time; some can be destroyed but not reproduced; while others such as urban land sites, can neither be destroyed nor reproduced in their usage. Natural resources tax theory considers these differences along with the revenue-producing consideration.

Severance taxes are applied to the values of resources recovered from the land. Categories of resources are forest products, oil and gas, sulfur, other mine products, and sand-gravel products. Changes in the theory of forest taxation in recent years have led to special timber severance tax laws in many states.

Because of certain problems created in some areas by deforestation practices, the general property tax has been considered unsuitable for forest lands. It is maintained that the property tax leads to premature harvesting of timber, because the owner hastens to remove the valuable timber so that the taxable value of his land will decrease, bringing reduction in his taxes. It is argued, however, that if the taxes were based on yield of timber, there would be little incentive to harvest early, thus avoiding rapid deforestation of lands.

Following this thesis, and through the influence of the forestry groups in Louisiana, the Legislature provided by Act 759 of 1954 that future increases in timber values may not be considered in determining the value of forest land for assessment purposes. Land could not be valued any higher for tax purposes after January 1, 1955, as a result

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<sup>4</sup> Groves, op. cit., p. 308.

of having increased timber growth on it. Instead, a mandatory yield tax law went into effect, except on virgin timber. A severance tax rate of  $2\frac{1}{4}$  per cent for saw timber and five per cent for pulpwood was applied to certain annually determined stumpage values per 1000 board feet or per cord, except on land under reforestation contract with the State, where a tax rate of six per cent of stumpage values was uniform. The land continues under ad valorem property tax rates as prevailing prior to January 1, 1955. The theory of this method is that the owner is taxed only when he collects income from the land with which to pay the taxes. Groves proposes the following requisites of a good forest tax.<sup>5</sup>

1. Impose a burden on the forest owner which involves neither subsidy nor discrimination;
2. Eliminate the uncertainty in future governmental burdens which a forest owner may be called upon to meet;
3. Provide local communities with the means that are necessary to maintain minimum standards in local government during the period of forest development;
4. Time the tax burden, as far as possible, to fall when the forest yields an income;
5. Impose no obstacles to the best use of, or to new investment in, forests.

Taxation of oil, gas, and minerals is based on the theory that these are non-reproducible gifts of nature and are merely "discovered" by man, not created. Basically, cost of production is therefore not an important consideration for tax purposes as may be the case with timber which, in some cases, must be planted, and which must be cared for over a long period of time. One view is that high taxes on destructible

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<sup>5</sup>Ibid., p. 311.

resources are valid because they are an inheritance to all citizens and can be taxed only once, in contrast to the land surface and buildings. Opposing this view is one held by many authorities that the recovery of earth fluids and minerals has little of the element of "natural gifts"; that the taxation must fall upon the business of recovery of the resources which requires heavy investment to make the "finds" and to bring forth a usable product. Much risk falls to the owners of this business. Consequently, such provisions as depletion allowances in the income tax are made for this risk. It is evident, however, that the business of recovery of these resources does have a considerable element of surplus value.

The severance tax in theory recognizes both of the above contentions to some degree. It is a gross production tax. To this extent it does not tax the resources when no recovery cost is involved, that is, while they remain in natural state, as would an ad valorem tax on the properties based on an estimated value of the resources present in the earth. On the other hand, since the tax is applied as a special tax of absolute amount on gross production rather than ad valorem, it permits addition of the tax to the cost of production so that incidence can be shifted to the consumer rather easily. The extent to which the tax is shifted depends upon the elasticity of demand for the products.

The severance tax, as applied in Louisiana, fits only moderately the contention that the public has a common interest in the surplus value attached to the resources. The rates of taxation are relatively low compared to market values. The parish where the products are severed receives only 20 per cent of the tax paid, except in the case of timber and sulfur, with 80 per cent going into state funds. The thesis of



public interest is more applicable in the case of timber. The parish of severance receives 75 per cent of the timber tax, with 25 per cent paid into the State General Fund.

Lincoln Parish thus receives three-fourths of the taxes levied on timber resources severed within its boundaries, plus 20 per cent of the severance taxes levied on other natural resources, up to a maximum of \$200,000 per year. The severance tax proceeds go into the Parish General Fund for benefit of the parish residents.

#### State Grants-in-Aid

The general intent of the Louisiana Constitution pertaining to local governments is to place responsibility with the Legislature for the financing of local governing institutions. In recent years, along with the trend of more Federal government financing of states, there has also developed a strong tendency for legislators to provide various funds to their respective parishes and cities from the State's financial resources. This is particularly true in the case of schools, public welfare, and highways. In the case of the first two, Lincoln Parish receives more in state grants than it raises by local taxation. In the case of highways, approximately 50 per cent of the funds are from state grants in one form or another.

Social theory pertaining to grants-in-aid suggests various objectives for their use. The more important of these are: (1) Reduction of differences in costs of service for a function among localities and equalization of opportunity for all citizens in the state. This is exemplified in the educational grants to the parish school boards.

(2) Stimulation of local participation in functions believed to be essential for masses of citizens, in which performance by one community is thwarted if neighboring communities do not participate. Examples of this are state grants to aid parish health units in immunization and disease control and grants for aid to adult education or farm groups, as through the Agricultural Extension Service. (3) Relief of local taxation. Without state grants, the property tax would comprise the main source of income to local governments and the burden on landowners would become impossible.

It is difficult, if not impossible, for a local government to administer an income tax because of the inherent problems associated with the commuting nature of residents. In most cases, administration of tax collection is cheaper and more convenient for a central government. Disbursement of a portion of the collection to the local governments is a relatively simple process but it places a lot of political power in the hands of the state government.

#### Fees and Fines

While taxes are aimed at collecting revenue in accord with the preferences of the majority in the community (an assumption of the democratic process), fees are paid for the privilege of obtaining certain tangible benefits. Since one receives a direct consideration to himself for certain types of governmental services, and these benefits do not accrue directly or indirectly to other citizens, it is maintained that the fee method of payment is more equitable than a tax. The fee is designed theoretically to cover the cost of the service rendered.

An examination of fees charged by Lincoln Parish agencies challenges the theory, however, for it is doubtful that the fees are equal to costs of services provided by the government. The fees are reasonable, and in most cases less than the amount required to render the service if it were performed singly. However, when a large number of units of the same service is rendered in a given time period, overhead costs are decreased sharply per unit of service performed. Fees charged for government services in Lincoln Parish have been more than sufficient to cover costs, even when the increases in salaries for personnel have been considered in recent years (see Chapter V). This is evidenced by sizable surpluses each year in the depositories of the agencies.

Fines are payments required of violators of laws. The theory of the fine is that it should serve as a deterrent to law violation. However, it has become an important source of operating revenue for local governments, especially to support the costs of law enforcement agencies. Receipts by the Lincoln Parish Police Jury from fines, in 1959, were large enough to pay 83 per cent of costs paid out by the Jury for what was considered law enforcement purposes exclusive of the Sheriff's office, the costs of which were paid from fees and tax commissions. This included the salaries of the District Attorney and his assistant, justices of peace and constables, ward court officials, and costs of transportation and feeding of prisoners. When the cost of maintaining the Sheriff's office was added, fines accounted for only a little over 13 per cent of revenue needed to pay total costs of law enforcement as they were accumulated by both the Sheriff and Police Jury. It is a matter of conjecture, however, as to exactly what items should be included in "law enforcement"

costs. The figures given, therefore, can be only approximations of the relationship of fines to costs of maintaining law and order.

## CHAPTER V

### SOURCES OF REVENUE AND EXPENDITURES AT THE VARIOUS LEVELS OF PARISH GOVERNMENT

The sources of revenue and items of expenditure for each governmental unit in Lincoln Parish will be examined in this chapter. The discussion of each source will consist of (1) the legal citation in both the State Constitution and Revised Statutes of 1950 (the compilation of legislative acts); (2) the constitutional and legal limitations; (3) the rate currently levied where applicable; (4) the amount collected in a given year; and (5) the distribution of revenue.

Table II presents a summary of all sources of revenue legally available to the Lincoln Parish governing bodies and the extent to which these are currently utilized. Since the fiscal system of Lincoln Parish is concerned with five separate governmental agencies, it is necessary to analyze the revenue-expenditure activity of each. First among these agencies is the Police Jury.

#### Police Jury Revenue

Income for all functions of the Lincoln Parish Police Jury, in 1959, was in excess of a half-million dollars. This is summarized in Table III. Ad valorem property taxes accounted for \$276,511, which was 48 per cent of all income to the Parish government. Other important sources of

TABLE II

SOURCES OF REVENUE UTILIZED BY LINCOLN PARISH GOVERNMENTAL AGENCIES  
SHOWING LEGAL LIMITATIONS, CURRENT AMOUNT LEVIED, AMOUNT COLLECTED IN A YEAR, AND  
FUNCTION FOR WHICH THE REVENUE WAS SPENT

Revenue Source	Legal Limitation	Current Rate, 1959	1959 Income <sup>c</sup>	Distribution
<b>I. Property Taxes:</b>				
<b>A. Police Jury</b>				
1. General Alimony Tax	4 mills; no vote required	2 mills in Ruston; 4 mills outside Ruston	\$ 50,471	General Government
2. Road Construction Tax	5 mills, maximum 10 years, vote required, renewable	5 mills	81,016	Construction and improvement of roads
3. Road Maintenance Tax	5 mills, maximum 10 years, vote required, renewable	5 mills	81,011	Maintenance of roads and bridges
4. Recreation District Tax	5 mills, maximum 10 years, vote required, renewable	1 mill	1,210	Maintenance and operation of Recreation Center in Ward 6
5. Acreage Tax, timber lands	2 cents per acre, no vote required	2 cents per acre	(2,818) <sup>a</sup>	Louisiana Forestry Commission, for forest protection from fire
6. Acreage Tax, timber lands	50 cents per acre, vote required	None	None	Fund into bonds for additional aid to public schools or public improvements
7. Court House Bonds Tax	Vote required (d)	2 mills	37,317	Interest and redemption of bonds
8. Hospital Bonds Tax	Vote required (d)	4 mills	25,487 <sup>b</sup>	Interest and redemption of bonds
<b>B. School Board</b>				
1. Parish-wide Constitutional Tax	5 mills, no vote required	5 mills	96,234	Current operating expenses of schools
2. Parish-wide Construction Tax (Additional Support)	7 mills, maximum 10 years, vote required, renewable	5 mills	96,234	Repair and maintenance of school plant
3. Parish-wide Maintenance Tax (Special Repairs and Equipment)	5 mills, maximum 10 years, vote required, renewable	2 mills	39,011	Maintenance or operating expense of school buildings
4. Parish-wide Bond Tax	Vote required (d)	7.5 mills	144,358	School construction
5. District 1, Ruston, Bond Tax	Election required (d)	4 mills	50,569	School construction
6. District 3, Simsboro, Bond Tax	Election required (d)	4.5 mills	6,422	School construction
7. District 6, Choudrant, Bond Tax	Election required (d)	4 mills	4,076	School construction
8. District 7, Hico, Bond Tax	Election required (d)	6 mills	4,934	School construction
9. District 24, Hopewell-Downsville, Bond Tax	Election required (d)	8 mills	1,246	School construction
<b>II. Other Taxes:</b>				
<b>A. Gasoline (Motor Fuels) Tax</b>				
	Per cent of 1 cent of State tax which equals amount of fuel sold in parish - amount sold in State in previous calendar year	Same	106,445	Maintenance and improvement of roads and bridges, including maintenance of Parish prisoners for road work
<b>B. Severance Tax</b>				
	75% of State timber severance tax, plus 20% of other State severance taxes collected in Parish up to \$200,000	Same	221,142 <sup>c</sup>	General Government and current operating expense of schools
<b>III. Non-Tax Sources:</b>				
<b>A. Police Jury</b>				
1. Business licenses	Not more than State license excludes firms paying municipal licenses	Amount of State license for firms outside municipalities	1,175	General Government
2. Fees and Fines	Varied, set by Legislature and Police Jury	Amount fixed by courts in each case	14,252	Sheriff's Salary Fund; Clerk of Court's Salary Fund; District Attorney's Office; Coroner's services; General Government
3. Department of Highways grants	Determined by Department of Highways		40,000	One-half road construction, one-half road maintenance
4. Grant of Legislature	Determined annually by Legislature		30,000	Maintenance and improvement of roads and bridges, by consent of Representative and Senator
5. Miscellaneous, non-recurring	None		12,187	General Government
<b>B. School Board</b>				
1. State public school fund grants:				
a. Per Educable Fund	Based on proportion that no. of educable children in Parish 6 to 18 years bears to total in State		381,315	Current school operating expenses
b. Equalization Fund	Determined annually by State Board of Education		1,119,454	Current school operating expenses
c. Supplemental distribution	Determined annually by State Board of Education		22,392	Current school operating expenses
2. Other State and Federal grants	None		35,642	Vocational education; exceptional children's education; adult education; driver education
3. School Lunch Program Funds	Determined annually by Legislature and State Board of Education; a portion to be paid by students		213,640	Provision of hot lunches for school children
<b>C. Clerk of Court's fees for services</b>				
	Varied, depending on services; fixed by Legislature		31,096	Salaries and expenses of Clerk and employees
<b>D. Tax Assessor's commissions on taxes</b>				
	Per cent that is equal to Assessor's Salary Fund; total taxes assessed; Salary Fund fixed by Legislature	2.71781% of each tax assessed	22,200	Salaries and expenses of Assessor and employees
<b>E. Sheriff</b>				
1. Commissions on taxes collected	10% of first \$450,000, plus 6% of excess	10% of first \$450,000, plus 6% of excess	80,381	Salaries and expenses of Sheriff, Deputies, and employees
2. Allowance from State	\$1000 for each Representative	\$1000	1,000	
3. Fees for services	Varied, depending on service; fixed by Legislature		4,206	
4. Allowance from Police Jury	Determined by Police Jury		1,337	For feeding prisoners
<b>IV. Total, Parish Agencies</b>			\$3,057,460	

<sup>a</sup>1958 revenue. Levied but not used by Parish government.

<sup>b</sup>Tax became effective for last half of year only.

<sup>c</sup>All School Board and Clerk of Court revenue is for the fiscal year 1959-1960.

<sup>d</sup>A district may borrow up to 25% in case of schools, otherwise 10% of assessed value of property in district, then levy taxes sufficient to cover annual principal and interest payments.

<sup>e</sup>\$126,300 of which was for fiscal 1960 for School Board.

TABLE III

Summary of Lincoln Parish Police Jury Revenues,  
1959

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Property Taxes:	
General Alimony 2 and 4 mills tax . . . . .	\$ 50,470.74
Road Maintenance 5 mills tax. . . . .	81,010.60
Road Construction 5 mills tax . . . . .	81,016.46
Ward 6 Recreation District 1 mill tax . . . . .	1,209.65
Total ad valorem, except for bonds. . . . .	\$213,707.45
Revenue from Bond Taxes <sup>a</sup> . . . . .	62,804.29
Total all ad valorem taxes. . . . .	\$276,511.74
Gasoline tax. . . . .	\$106,444.51
Severance tax . . . . .	94,840.96
Business licenses . . . . .	1,175.00
Fees, fines and forfeitures . . . . .	14,251.89
Department of Highways grants . . . . .	40,000.00
Appropriations of Legislature . . . . .	30,000.00
Miscellaneous receipts. . . . .	12,187.17
Total Revenue, all sources. . . . .	\$575,411.27
Ad valorem taxes as per cent of total revenues. . . . .	48%

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<sup>a</sup>Bond Tax Revenue:

Court House 2 mills tax. . . . .	\$37,316.87
Hospital 4 mills tax . . . . .	25,487.42
Total Bond tax revenue . . . . .	\$62,804.29

revenue, in order of magnitude, were (1) the gasoline tax, (2) the severance tax, and (3) state grants-in-aid for highways.

An insight into the revenue-expenditure problems of the Lincoln Parish Police Jury is acquired from a detailed examination of the data relevant to these matters, which are presented in Appendix A. Consider first the sources of revenue employed by the parish government as outlined earlier in Table II. Each of these sources is explained in the following paragraphs.

## Ad valorem Property Taxes

General Alimony Tax. The "general alimony" tax is an ad valorem tax levied against personal and real property for general government purposes.<sup>1</sup> The procedure for levying the ad valorem tax is spelled out by the Legislature. The tax assessor of the parish and the Louisiana Tax Commission list all non-exempt personal and real property in the parish, then place a dollars-and-cents value on it. This is "assessed value." A tax of a certain percentage of assessed value, stated as a number of mills per dollar, is determined by the Police Jury according to amount of revenue needed up to legal limitations, then applied to the assessed value by the assessor. The sheriff collects the tax when it becomes due at the close of a calendar year. Section 1 of Article 10 of the Constitution states:

The valuation and classification (of property) fixed for State purposes shall be the valuation and classification for local purposes; but the taxing authorities of the local subdivision may adopt a different percentage of such valuation for purposes of local taxation.

The constitutional limitation on the rate of parish ad valorem taxation for general purposes, as set forth in Article 14, Section 11, is four mills per dollar of assessed value of property per year, except that "this limitation shall not apply to, nor include, any other tax levy elsewhere provided in this Constitution." This compares to a constitutional limitation of seven mills for general government of municipalities, and five and three-fourths mills for the State. In 1959, the rate of levy for the general alimony tax in Lincoln Parish was four

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<sup>1</sup>Louisiana Constitution of 1921, Article 10, Sections 1 and 5, and Article 14, Section 11; Revised Statutes of 1950, Title 47.



mills per dollar of assessed value of property outside the city of Ruston, parish seat of government, and two mills per dollar within the city of Ruston. The reduced rate in Ruston is required by law because the city government maintains Ruston's streets, thereby relieving the parish of this responsibility.

The Lincoln Parish Police Jury is thus levying the maximum millage permitted for general government purposes. The general alimony ad valorem tax provided revenue amounting to \$50,470.74 to the parish government in 1959, after allowing for the cost of collection as described in the chapter dealing with property tax administration. It was spent for general government purposes, such as salaries, court house maintenance, and expenses of police jurors, as described in the section of this chapter dealing with administrative costs of the Police Jury (page 70). In other sections, the Louisiana Constitution provides for the assignment of additional ad valorem taxes on property for purposes specifically stated, such as sinking funds for loans to construct facilities, and for road construction and maintenance. These are discussed in the following paragraphs.

Road Maintenance Tax and Road Construction Tax. Authorization for these taxes states:

For the purpose of construction or improving public buildings, school houses, roads, bridges, levees, sewage, or drainage works, or other works of permanent public improvement, title to which shall be in the public, or for the maintenance thereof, any political subdivision may levy taxes, in excess of the limitations otherwise fixed in this Constitution, not to exceed in any year five mills on the dollar for any one of said purposes, and not to exceed in any year twenty-five mills on the dollar, . . . for all said purposes . . . .<sup>2</sup>

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<sup>2</sup>Louisiana Constitution of 1921, Article 10, Section 10.

The Constitution thus limits the rate of each of these road taxes. It further provides that the tax can be levied by the Police Jury only after the rate, purpose, and duration have been submitted to the resident property taxpayers qualified to vote in the subdivision affected, and a majority of those voting, in both number and dollar value of property, shall have voted in favor of the tax levy. The maximum duration of such tax is ten years. At the end of that time, it must be presented to the qualified voters again if renewal is desired.

The road construction and maintenance taxes were instituted in Lincoln Parish in 1927 as one five-mill tax levy for both purposes; it was renewed by the voters in 1937 and 1947. In 1957, the tax was separated into two five-mill levies--one for construction and one for maintenance--presented to the voters, and approved by a majority vote for another ten years. By levying five mills for maintenance of roads, and five mills for construction of roads, the constitutional limitation of five mills for any one purpose, and not more than twenty-five mills total, was considered complied with by the Police Jury.

In 1959, these ad valorem taxes yielded the parish about \$81,000 each for construction and maintenance of roads, after cost of collection, or a total of \$162,027 (Table I). The Constitution limits the use of the revenue from these taxes to the purpose stated for their levy. It cannot be transferred to general fund expenditures without consent of the taxpayers.

Bond Revenue Taxes. Parish governments in Louisiana are permitted to levy property taxes, in excess of the maximum rates otherwise allowed, for the purpose of paying principal and interest on funds borrowed for

capital outlay purposes through the sale of bonds.<sup>3</sup> The amount of bonded indebtedness at any one time is limited to a maximum of ten per cent of assessed value of taxable property in the taxing district concerned. Permission must be granted by the State Bond and Tax Board before bonds can be issued, following a favorable vote by a majority of the property owners qualified to vote.

In 1959, the Police Jury of Lincoln Parish had outstanding two separate bond issues supported by property taxes (see Appendix B). The Parish borrowed \$700,000 with the issuance of bonds April 1, 1948, for the construction of a modern court house and jail; these were 25-year bonds maturing annually until 1973. A tax of four-mills per dollar of assessed value of property was levied by the Police Jury to meet the annual costs of the debt. It was later reduced to three mills, then to two and a half mills, and finally to two mills in 1959, as a result of increases in assessment values. It provided \$37,316 in 1959. Accrued funds from the tax of previous years have been more than sufficient to cover annual costs each year. Redeemed in 1959 was \$26,000 of the principal, leaving outstanding on December 31, 1959, \$444,000 of the court house bonds.

In June, 1959, the Police Jury issued \$800,000 of hospital bonds, as authorized by an election held on February 24, 1959. The proceeds of the sale are being used to finance the parish's share of a parish hospital, costing approximately \$1,500,000, constructed under the Hill-Burton Act of the Federal Government. These are 20-year bonds maturing annually. The Police Jury levied a tax of four mills per dollar of

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<sup>3</sup>Revised Statutes 1950, Titles 39 and 47.

assessed value of property to provide a sinking fund for retirement of the bonds. Revenue of \$25,487 was received from this tax in 1959. It is budgeted to net approximately \$65,000 per year in 1960 and 1961.

Ward 6 Recreation Fund Tax. The Police Jury of a parish has constitutional authority to form special districts for specific governmental functions, such as fire protection, recreation, or drainage and water control, and to provide for the financing of these activities by ad valorem taxation of the property within the stated district. Lincoln Parish has one special district known as the Ward 6 Recreational District. The Police Jury levies an annual tax of one mill to provide income with which to support recreational activities in the District. In 1959, this tax yielded a net of \$1,209.65. It was spent for athletic equipment, transportation, utilities, and salaries of supervisory personnel. A balance of \$1,992 remained in the fund at year's end (Appendix B).

#### Gasoline Tax

The gasoline tax of seven cents per gallon in Louisiana is levied under authority granted in Article 6, Section 22, and Article 6-A of the Constitution of 1921. Legislative Acts of 1928, 1936, and 1948, as amended, levied the tax on gasoline by increments.

Act 6 of 1928 placed a tax of four cents per gallon upon the dealer on "all gasoline or motor fuel sold, used, or consumed, in the State of Louisiana for domestic consumption." This was dedicated to the General Highway Fund created by Article 6, Section 22, of the Constitution of 1921. The 1928 Act also permitted the parishes of the State and the city of New Orleans to levy a tax of two cents per gallon on gasoline sold within their respective boundaries.

Act 87 of 1936 revoked the parish permit and that of New Orleans, levying instead a state-wide tax of two cents per gallon. One-half of this two cents was to be paid into the State General Fund, and after 1940, into the General Highway Fund. The other one-half was to be paid to the parishes and New Orleans. It is this tax to which the discussion will return in regard to a source of parish revenue. Act 7 of 1948 placed an additional tax of two cents per gallon to be paid into the State's General Fund. This Act was repealed by the Legislature by Act 5 of 1952.

Article 6-A of the Constitution of 1921 is a complete statute providing for the collection and distribution of a one-cent gasoline tax. It is dedicated, one-half to the General Fund and one-half to various port and harbor commissions. All of these Acts levying gasoline taxes have been incorporated as Revised Statutes of 1950, Title 47, Sections 711, et. seq. Section 711, sub-section B, and Section 727 are the basis of the tax distributed to parishes and the city of New Orleans.

Under the provisions of the 1936 Act which revoked the parish two-cent tax, the two-cents state levy was apportioned by the Governor and paid by the State Treasurer to the parishes in the same proportion that the collections of the original parish gasoline tax in each parish were to the total parish tax collected in all of the parishes "for the last preceding calendar year." That year was 1935. Half of the tax was used for public welfare and half for any "public purpose." In 1938, only one cent was dedicated to the parishes, with the other cent going to the State Department of Public Welfare. This was switched to the General Highway Fund in 1940. As amended in 1942 and 1950, the one cent going

to the parishes had to be used for "the construction and maintenance of roads and bridges."

Acts of 1952, 1956, and 1958 amended the 1936 Act to dedicate one-half of the two cents tax levied by Section 711-B of Title 47 to the credit of a

special fund to be known as the Parish One Cent Gasoline Fund. All such taxes . . . shall be apportioned, allotted, and disbursed by the state treasurer to the parishes and the City of New Orleans in the proportion that the number of gallons of gasoline and motor fuel sold in each parish and the City of New Orleans bears to the total number of gallons of gasoline and motor fuel sold in all the parishes and the City of New Orleans for the preceding calendar year, as reflected by the annual reports filed by the several governing bodies under the provisions of RS 47:722, copies of which shall be filed with the state treasurer.<sup>4</sup>

The Collector of Revenue forwards to the State Treasurer the full amount collected by the one-cent tax in the preceding month for each parish within the first ten days of each month.

Reports of sales for the preceding year must be filed with the Police Jury of the parish by retailers of motor fuels before February 20 of each year. Wholesalers must file annual reports of sales to consumers and retailers before March 1 of each year. The parish then files a claim with the State Treasurer for the amount of taxes due it each month from the one-cent fund.

In 1959, Lincoln Parish's receipts from the tax amounted to \$106,444. According to legislative requirements, this amount must be used for the "construction and maintenance of roads and bridges" in the parish. It is therefore budgeted as a special road fund by the Police Jury, which uses it for any expense that can be considered as maintenance

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<sup>4</sup>Revised Statutes 1950, Title 47, as amended in 1958.

of the road system, including the upkeep of prisoners who work on road construction, and equipment and office supplies for the road department. At the close of 1959, a balance of approximately \$93,000, or an amount equal to about nine-tenths of the year's collection, remained in this fund for the parish as a result of the excess of past years' collections over expenditures.

### Severance Tax

The Legislature enacted in 1922 a state-wide severance tax on natural resources, including timber, under provisions of Article 10, Sections 1 and 21 of the State Constitution. It has been amended five times since then. These enactments and amendments of severance taxes are found in Titles 47 and 56 of Revised Statutes of 1950.

Parishes and other local governments are prohibited by Section 21 from levying such a tax. However, Section 21 provided that

not less than one-third of the amount of severance tax collected on sulphur not to exceed \$100,000 to any parish in any one year and not less than one-fifth of the amount of the severance tax on oil, gas, or other minerals or any natural resources severed from the soil or water, collected therein

must be allocated by the Legislature to the parish where collected, provided that not more than \$200,000 in total severance taxes goes to any parish in any one year.

Section 1, as amended in 1926 by Act 162, provided, in part, as follows:

For the purpose of encouraging the reforestation of denuded lands, contracts fixing the assessed valuation of the specific lands for the duration of the agreements, and fixing a total severance tax based on the value of forest products when severed, three-fourths of which shall go to the parish where they are severed, and which severance tax, for a period not

to exceed fifty years from the date of such contract, shall be in lieu of all other taxes on said forest products, are hereby authorized . . . .<sup>5</sup>

Act number 120 of 1926, dealing with this Reforestation Contract Severance Tax, levied a tax of six per cent of the value of the forest products when severed in lieu of all other taxes on said products.<sup>6</sup> This tax, still existing, applies only to the timber covered by the contracts for reforestation between a landowner and the State of Louisiana.<sup>7</sup>

Sub-section 2, of Section 21 was added in 1948 (Act 546) prohibiting the severance tax on timber from going to the parishes where the timber was severed. Instead, it was dedicated to the Louisiana Forestry Commission.

In 1954 the Legislature amended Section 1 by Act 759, known as the "Forestry Taxation Law," which repealed the 1948 amendment (Section 21.2 referred to above) by exempting all except virgin timber from the general severance tax.<sup>8</sup> This particular amendment states that:

Timber, other than virgin timber, shall be recognized as a growing crop. A severance tax on trees and timber severed from the soil or water is hereby levied at the rate of 2 $\frac{1}{4}$ % on all forms of timber except pulpwood, and 5% for pulpwood, of the then current average stumpage market value of such timber, to be determined annually on the second Monday of January by the Louisiana Forestry Commission and the Louisiana Tax Commission, such tax

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<sup>5</sup>Louisiana Constitution of 1921, Article 10, Section 1, Paragraph 3.

<sup>6</sup>Revised Statutes 1950, Title 47:651.

<sup>7</sup>Details of this program are spelled out in Title 56, Chapter 4, Part IV, of the Revised Statutes of 1950.

<sup>8</sup>Opinion of State Attorney General, January 12, 1955.



to be collected in accordance with the laws for the collection of severance taxes on natural resources existing at the time of the collection.<sup>9</sup>

The Act provides that three-fourths of the tax collected according to rates in Table IV is remitted by the State Treasurer to the governing authority of the parish where the timber is severed. One-fourth goes to the state general fund and is allocated mostly to education. The land on which the timber is grown remains subject to the general property tax. It cannot be assessed henceforth at a higher rate because of increased value of timber on it than existed at the time the Act was passed. Forest lands are classified into four classifications for assessment purposes.

TABLE IV

Ad Valorem Rates For Yield Tax on Timber Other  
Than Virgin, Forestry Taxation Law, 1954, Louisiana

TIMBER	TAX RATE
All Forms except Pulpwood	2 $\frac{1}{4}$ % of current average stumpage value <sup>a</sup>
Pulpwood	5% of current average stumpage value

<sup>a</sup>Determined jointly by Louisiana Forestry Commission and Louisiana Tax Commission in January of each year.

Source: Louisiana Constitution of 1921, Article X, Section 1, paragraph 5, as amended by Acts 1954, number 759.

<sup>9</sup>Louisiana Constitution of 1921, Article 10, Section 1, par. 5, as amended by Acts 1954, number 759.

While virgin timber is taxed under Section 21, the statutes do not specify how "virgin timber" is defined or determined. According to Revised Statutes of 1950, Title 47, Section 633, it would be taxed at the general severance tax rates shown in Table V. These funds are credited to the Louisiana Forestry Commission for use in scientific research and reforestation.

TABLE V

General Severance Tax Rates on Virgin Timber,  
Louisiana

TIMBER	TAX RATE
(Cents per M.B.F. log scale)	
Cypress . . . . .	100
Pine. . . . .	50
Ash and Hickory . . . . .	75
Red Gum . . . . .	150
Cow Oak . . . . .	50
White Oak . . . . .	100
Cottonwood, Magnolia, Poplar, Sycamore, and all other Hardwoods . . . . .	25
Tupelo, black and sap Gum . . . . .	25
Pulpwood. . . . .	15 cents per standard cord of 4 feet by 4 feet by 8 feet

Source: Ellis T. Williams, State Forest Tax Law Digest, 1956, U.S.D.A. Forest Service, Washington, D. C., 1957, page 79. Louisiana R. S. of 1950, Title 47, Section 633.

These severance and timber yield taxes provided the Lincoln Parish Police Jury with \$94,840 in 1959. Not all severance taxes refunded to the parish go to the Police Jury. Revised Statutes of 1950, Title 47, Section 646, requires that they be shared with the Parish School Board

by stating that the severance taxes must be apportioned to the governing authorities of the parishes within the first 15 days of each calendar quarter "in proportion to the amount of ad valorem property taxes payable to each such governing authority as shown by the last completed assessment roll." About seven-eighths of Lincoln Parish's collections from the general severance tax come from oil, gas, iron ore rock, bentonite (clay), and sand; pulpwood and logs furnish the remainder as the timber yield tax.

Severance taxes are placed in the General Fund for general government expenditures.

#### Business Licenses

License taxes may be levied in Louisiana on persons and corporations engaged in business, with certain exceptions,<sup>10</sup> by the Legislature, parish, and municipal governing bodies.<sup>11</sup> Local governments cannot levy a tax greater than that imposed for purposes of the State except on alcohol dealers and where the Louisiana income tax substitutes for a state license levy. Furthermore, if a municipal government levies a license tax equal in amount to that levied by a parish government, the taxpayer is exempt from the parish tax. As the city of Ruston and the other incorporated towns in the parish impose such license taxes, the Lincoln Parish Police Jury collects as revenue from this source only

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<sup>10</sup>Those excepted from licenses are clerks, laborers, ministers of religion, school teachers, graduate trained nurses, those engaged in mechanical, agricultural, or horticultural pursuits, or in operating sawmills.

<sup>11</sup>Constitution of Louisiana, Article 10, Section 8; Revised Statutes of 1950, Title 47, Sections 341-405.

those license taxes levied on business units outside the municipalities. In 1959 revenue from this source amounted to \$1,175 and was placed in the General Fund for general parish expenses along with the ad valorem and severance taxes.

#### Miscellaneous Sources

The Lincoln Parish government contributes to the salary of the district attorney and the city court judge of Ruston, with the city judge handling certain cases in his capacity as judge of ward court. The parish now retains fees from both the ward and district courts. Court fines and forfeitures and district attorney's fees amounted to about \$14,000 in 1959. Rentals and royalties, such as the rent of office space to private parties in the court house (abstract companies, for example, in clerk of court's quarters), were budgeted to yield \$1,835; sales of used equipment, \$840; dividends on life insurance policies, \$144; commissions on telephone calls, \$11; and transportation of voting machines for elections, which is paid for by the state treasurer, \$660. Local governments are permitted by the Legislature to invest idle funds in U. S. Government securities. Interest earned on these in 1959 amounted to \$2,695 for general fund revenue plus \$2,640 for the hospital construction fund.

#### Forestry Tax

A tax of two cents per acre is levied by the Police Jury on forest lands in the parish not otherwise classified.<sup>12</sup> The tax is subject to

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<sup>12</sup>Louisiana Constitution of 1921, Article 6, Section 2; Revised Statutes of 1950, Title 56, Sections 1512-1526.

the homestead exemption. It is paid to the Louisiana Forestry Commission, under supervision of a Parish Board of Forestry, for the protection of forest lands in the parish from fires and for promotion of the forest industry. The State and Federal Governments contribute an amount equal to twice the amount provided by the parish tax.

#### Acreage Tax for Public Improvements

The Police Jury is permitted by Revised Statutes 39:702-705 to call an election for levying an acreage tax not to exceed 50 cents an acre. This tax would be for the purpose of funding into bonds for additional aid to public schools or for other public improvements. The amount of bonds issued under this election is not limited to the ten per cent of assessed value of property as in other cases of borrowing by the parish. In 1959, Lincoln Parish was not levying this tax.

#### Police Jury Expenditures

Attention will now be devoted to the expenditure of the revenue collected as described in the preceding section. The items of expense will be discussed in the following order: those for executive administration of the governing body and those for functional, or non-administrative purposes.

#### Administrative Costs

The cost for administration of the Police Jury for one year is outlined in Table VI. These data reveal that the salaries of the

Secretary-Treasurer and one clerk as assistant in maintaining the parish office constituted the largest single expense (\$7,787.50) in 1959.<sup>13</sup>

TABLE VI

## Administrative Costs of Lincoln Parish Police Jury, 1959

Salaries of Secretary-Treasurer and Assistant . . . . .	\$ 7,787.50
Mileage and per diem of police jurors . . . . .	6,117.60
Official printing . . . . .	673.00
General and Office Expense:	
Advertising . . . . .	125.78
Association dues . . . . .	180.00
Office supplies and expense . . . . .	2,974.10
Telephone and telegraph . . . . .	627.70
Travel and convention expense . . . . .	805.71
Employer's contributions to:	
Group insurance . . . . .	3,558.20
Social Security . . . . .	626.55
Parochial Employees Retirement System . . . . .	300.00
TOTAL . . . . .	\$23,776.14

The next highest administrative cost was for the attendance of the police jurors at the monthly meetings. The Jury convenes in regular session one day each month. Occasionally a special meeting is called. Special meetings may be called by the president, or whenever he is required to do so by 12 voters of the parish. Compensation of each juror is fixed at \$30 for each day that he attends a meeting or is in actual service of the parish, up to a maximum of 52 days per year.<sup>14</sup> He

<sup>13</sup>Under provisions of Act 225 of the 1960 Legislature (RS 33:1236.1), the Jury hired a Parish Manager beginning in October, 1960. The Manager is the former Secretary-Treasurer who was at retirement age. He had served the parish since the beginning of its primary road system and this was a move to retain his valuable services.

<sup>14</sup>Louisiana Revised Statutes of 1950, Title 33, Section 1233.

is also paid ten cents per mile from his home to the court house and return for each meeting and for inspection of roads and bridges in the parish. The Lincoln Jury has followed the practice of waiving the per diem remuneration for road and bridge inspection, thus reducing the expense to the parish. Total mileage and per diem claims by the jurors amounted to \$6,117.60 in 1959, an average of \$556.15 per juror. This is a cost of approximately \$45.34 per juror per month for attendance at meetings and attention to other duties, such as road, bridge, and facilities inspection.

Employer's share of contributions to group insurance, social security, and Parish Employees' Retirement System for administrative personnel amounting to \$4,484.79 was the next highest expenditure for administration purposes in 1959. This does not include the cost of contributions to these funds for road maintenance personnel, which are included in the costs of road construction and maintenance. Office supplies and expense amounted to \$2,974.10.

The travel expense of the Secretary-Treasurer, President of the Jury, and other Jury members who attend official functions outside the parish is charged to administration. Included is the attendance at the annual Louisiana Police Jury Association meeting, and any committee meetings in connection therewith, which may be obligations of the local members. In 1959 this expense came to a total of \$805.71. The Association dues of the Lincoln Jury, amounting to \$180 annually, should be added to this. These dues are paid from public funds and not by the individual members of the Jury. Membership in the association is held by each police juror, secretary, treasurer, clerk, parish engineer, and

district attorney. Dues are remitted annually in January by the governing authority through the parish treasurer. The treasurer of the Police Jury Association bills the parish treasurer according to a schedule of dues based on the size of assessments for property tax purposes in the parish, ranging from \$90 per year for assessments up to \$5,000,000, to \$1,050 per year for assessments of \$550,000,000 and above. Lincoln Parish had an assessment of about \$18,000,000 in 1959, requiring annual dues of \$180, which is applicable for the range of assessments of \$17,500,000 to \$20,000,000. The Association serves as a spokesman for the police juries in matters of legislation by the Legislature affecting "home rule" of the parishes, or any other legislation in which the jurors have a specific interest.

Louisiana statutes require that the Police Jury must choose a newspaper published in the parish (if one is available) as its official journal and publish the minutes of its meetings within two weeks, along with any ordinances which will become law in the parish. The cost of this official printing amounted to \$673 in 1959. There is only one newspaper published in Lincoln Parish--the Ruston Daily Leader--which automatically becomes the official journal of the Jury.

Telephone calls and telegrams cost the parish \$627.70 in 1959, while advertising, consisting principally of advertisements for bids on materials and supplies, cost \$125.78.

Total administrative cost to the parish for keeping the Police Jury, before any expense for tangible services rendered, came to a total of \$23,776.00 for the year, or an average of about \$2,161 per juror. Income with which to pay these costs was derived mostly from a parish ad valorem



tax of four mills and the severance tax. It should be noted at this point that administrative expense of the Police Jury required about 46 per cent of the revenue collected from the General Fund ad valorem tax (\$50,470.74) in 1959.

#### Functional Costs

Further examination of the General Fund statement of cash receipts and disbursements for 1959 (Appendix A) reveals other costs incurred by the Police Jury that are not covered in the operations of other offices in the parish governing system which are to be discussed later. Among the many duties assigned to a police jury by the Legislature in Section 1236 of Title 33 of Revised Statutes of 1950 is one which requires it

to provide a good and sufficient court house, with proper rooms for jurors; and also a good and sufficient jail, at such place as they may deem most convenient for the parish at large; provided, that when the seat of justice is established by law, they shall not have power to remove it.

In 1948, the Lincoln Parish Jury provided for the construction of a large, modern court house with jail facilities by a bond issue, the current status of which is shown in the Sundry Funds statement (Appendix B). The maintenance of this and other buildings owned by the parish (the cost is mostly applicable to the court house), cost the parish \$25,480 in 1959. About half of the revenue received from the ad valorem tax for general fund purposes was required to meet this cost. The expense for maintenance employees amounted to \$11,439, while utilities comprised the second largest cost of a little more than \$4,000 for the year. The Parish Government furnishes office space, maintenance

personnel, and utilities for all parish offices in the court house, the operations of which are discussed in later sections of this chapter. There should be included in the cost of the court house for 1959, the sum of \$40,276.56 for redemption of 1948 construction bonds, interest, and other charges on them, paid from revenue afforded by an ad valorem tax levied for this purpose.

The largest total expenditure made each year by the Police Jury is for construction and maintenance of the parish road system. This expenditure accounts for more than 50 per cent of all the expenditures made by the Jury. From the beginning of the police jury system of government in Louisiana, this has been a predominant function of each Jury. With the advances in travel in recent years, however, the State Highway Department has assumed responsibility for construction and upkeep of many miles of roads formerly kept by the parishes. If not assuming the function completely, the State has provided partial funds for road improvements in many cases under Louisiana's "farm-to-market" road improvement plan. In the future, this could mean a release of parish funds for other purposes.

Analysis of the 1959 Statement of Cash Receipts and Disbursements of Road Funds of the Lincoln Parish Police Jury (Appendix C) reveals that 70 per cent of total expenditures for all causes was for road construction and upkeep. The amount was \$367,657.51, including \$59,990 carried in the General Fund as a disbursement for road materials. All other expenses by the Jury amounted to \$159,044.02.

The Jury hires a permanent employee as superintendent of roads and a varying number of wage earners for construction and maintenance work.

In addition, prisoners of the parish are used as laborers and housed in a special "road camp" under the supervision of the road superintendent. Their cost is shown under road funds disbursements. Road funds are accounted for in three separate categories, as shown in the budget for 1959 (Appendix C).

Revenue for the "Special Road Fund" is derived largely from one cent of the State gasoline tax collected in the parish and a special annual appropriation by the Legislature as described in the revenue section of this chapter. The gasoline tax revenue, amounting to about \$106,000 in 1959, can be spent on roads for any purpose decided by the Police Jury. The \$30,000 legislative appropriation is to be spent for any road purpose approved by the Parish Representative and Senator. The "Road Construction Fund" is derived from an ad valorem tax of five mills which must be approved by a majority vote of the voting property owners each ten years and must be spent for creation or re-routing of roads and bridges. The "Road Maintenance Fund" is also derived from an ad valorem tax of five mills approved by the voters each ten years and is used for the maintenance and improvement of existing roads and bridges. Supplementing these two funds is an annual allocation of \$20,000 to \$40,000 by the State Department of Highways to aid the parish in its road improvement plan. The amount in excess of \$20,000 is appropriated for construction on the basis of "need," upon recommendation of a survey by the Auto Safety Foundation in 1955. It has since tended to become an annual allocation. A similar one is made to most other parishes.

Combining the expenditures on the road system from all these separate accounts, one finds the following summary of expenditures

by Lincoln Parish for construction and maintenance of its highways  
in 1959:

Disbursements of Road Funds, 1959

Salaries, supervisory personnel . . .	\$ 9,775.00
Wages of laborers . . . . .	118,677.26
Fuel and maintenance of equipment . .	57,648.49
Purchases of equipment. . . . .	9,065.52
Road materials (including \$59,990 from general fund). . . . .	144,855.96
Upkeep of prison labor and camp . . .	9,121.25
Construction of a water well. . . . .	3,042.04
Assessor's compensation for assessment of taxes . . . . .	4,600.32
Administrative and miscellaneous. . .	3,909.52
Insurance . . . . .	6,962.15
TOTAL. . . . .	<u>\$367,657.51</u>

Other expenditures of the Jury are discussed under the agencies to  
which it makes contributions.

The magnitude of the parish government's financial requirements  
each year is exemplified in the following recapitulation of the total  
cost of the Police Jury function for 1959.

Expenditures:

General Fund	\$177,636.43	
Road Funds	307,667.51 <sup>15</sup>	
Ward Six Recreation Fund	<u>1,121.03</u>	
Total Expenditures		\$486,424.97

Disbursement of taxes collected by sinking funds  
for bond retirement and interest:

Court house	\$ 40,276.56	
Hospital <sup>16</sup>	<u>25,487.42</u>	
Total Sinking Funds		65,763.98
Total cost of functions:		<u>\$552,188.95</u>

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<sup>15</sup>Excludes \$59,990 included in General Fund for roads.

<sup>16</sup>The hospital function was instituted in June, 1959. By the  
end of the year, bonds had been sold but there were, of course, none  
ready for redemption. The cost included for this item, therefore, is  
the amount that had been collected from the tax which is to be used for  
redemption and interest on these bonds.

### Parish School Board Revenue Sources

Lincoln Parish had one parish-wide school district in 1960 plus six smaller districts, five of which levied special property taxes for school purposes. Article 10, Section 10, and Article 12, Section 15, of the Constitution of 1921 permit the local districts to levy maximum rates of taxation the same as the entire parish or district within which they are located. Consequently, different rates of taxation for special purposes exist in different school districts located in the parish. (see map, Figure 1).

Total parish tax revenue for the General Fund for fiscal 1959-60 amounted to \$319,000 including \$190 from rent and leases; total revenue from State and Federal sources was \$1,558,802, giving a total income, exclusive of interfund transfers, for the General School Fund of \$1,877,761. A balance of \$165,105 was available from the previous year's funds. This, along with a two-mill maintenance tax providing \$39,011, gave a total of \$2,081,877 of funds available for general administrative control, instructional services, operation and maintenance of plant, fixed charges, and auxiliary agencies such as 4-H Club and Adult Education work under the State Department of Education. Revenue from bond taxes approached \$212,000 to care for interest and principal on school construction loans. Receipts from the School Lunch Program were \$213,640.

A summary of the 1959-60 revenue sources is presented in Table VII, which shows a total of about \$2.4 million used by the School Board. The General Fund Budget as estimated for 1960-61 is given in Table VIII for purposes of comparison.

TABLE VII

Summary of Revenues, Lincoln Parish School Board  
1959-1960 Fiscal Year

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I.	General Fund:	
	A. Parish taxes . . . . .	\$ 318,959.25
	B. State and Federal sources . . . . .	<u>1,558,802.35</u>
	Total revenue receipts (does not include 2-mill maintenance tax fund). . . . .	\$1,877,761.60
II.	Revenue from 2-mill maintenance tax . . . . .	<u>39,011.40</u>
	Total . . . . .	\$1,916,773.00
III.	Revenue from bond taxes for capital outlay: <sup>a</sup> . . . . .	<u>211,605.42</u>
	Total, all sources except School Lunch Program. . . . .	\$2,128,378.42
IV.	School Lunch Program receipts . . . . .	<u>213,640.26</u>
	TOTAL, all sources. . . . .	\$2,342,018.68
Ad valorem taxes as per cent of total revenues		19%

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a7.5 mills Parish wide District	\$144,357.74
4 mills Ruston No. 1 District	50,569.25
4.5 mills Simsboro No. 3 District	6,422.05
4 mills Choudrant No. 6 District	4,075.99
6 mills Hico No. 7 District	4,934.44
8 mills Hopewell-Downsville No. 24 District	<u>1,245.95</u>
Total Bond Tax Revenue	\$211,605.42

TABLE VIII

General Fund Budget of Receipts and Expenditures  
Lincoln Parish School Board, Fiscal 1960-1961

REVENUE RECEIPTS

State, Federal and Special	
State Public School Funds	
Per educable . . . . .	\$ 389,400.00
Equalization . . . . .	1,184,954.05
Vocational Education Funds	
State and Federal. . . . .	2,500.00
Sixteenth Section Land Fund . . . . .	429.97
TOTAL--State, Federal and Special . .	<u>\$1,577,284.02</u>
Parish	
Parish-wide taxes	
Constitutional 5 mills . . . . .	97,000.00
Special maintenance 5 mills. . . . .	97,000.00
Severance tax. . . . .	100,000.00
TOTAL--Parish . . . . .	<u>\$ 294,000.00</u>
TOTAL REVENUE RECEIPTS. . . . .	\$1,871,284.02
TOTAL REVENUE AND NON-REVENUE RECEIPTS	\$1,871,284.02
Cash Balance, July 1, 1959	\$ 224,665.05
TOTAL RECEIPTS, BALANCE AND OVERDRAFT	<u>\$2,095,949.07</u>

CURRENT EXPENDITURES

General Control. . . . .	\$ 65,095.00
Instructional Service for White teachers . . . . .	892,922.00
Instructional Service for Negro teachers . . . . .	592,690.00
Operation of Plant . . . . .	106,267.95
Maintenance of Plant . . . . .	30,305.00
Auxiliary Agencies . . . . .	293,755.00
Fixed Charges. . . . .	30,700.00
TOTAL--Expenditures for Current Operation . .	<u>\$2,011,734.95</u>
TOTAL ALL EXPENDITURES. . . . .	\$2,011,734.95
Cash Balance June 30, 1960. . . . .	\$ 84,214.12
TOTAL, EXPENDITURES, BALANCE AND OVERDRAFT	<u>\$2,095,949.07</u>

The sources of revenue utilized by the Lincoln Parish School Board during its fiscal year of July 1, 1959, to June 30, 1960, as outlined in Table II, are analyzed in the following paragraphs.

#### Ad Valorem Property Taxes

Parish-Wide Constitutional Tax. Article 12, Section 15, of the Constitution is the authority for parish public school revenues, while Section 14 presents the State sources from which the school boards of the parishes receive income for public education. Apparently, a police jury could also support schools financially. Article 10, Section 10, makes provision for any special taxes, including schools along with roads, bridges, etc., by the police jury. Title 17, Revised Statutes of 1950, contains the legislative requirements for school finance.

Under provisions of Article 12, Section 15, a parish school board may levy up to five mills per dollar of assessed value of taxable property per year for general school operation without consent of the voters. The Lincoln Parish School Board had this maximum levy in 1960, levied against the assessed value of property in the parish as identified by the tax assessor and approved by the Louisiana Tax Commission. This revenue, amounting to about \$96,000 in fiscal 1959-1960, is combined with grants from the State to be used for current operating expenses of the schools, including instructional services and administrative expenses (Table II).

Additional Support Tax. Section 15 of Article 12 of the Constitution further provides that, for additional support to schools, the Parish School Board may levy a property tax up to seven mills per dollar



of taxable assessment per year, provided same is approved in public election by a majority of the assessed property-owning voters; its maximum duration must be ten years, but is renewable by public vote of assessed property owners. In 1949, the Lincoln Parish School Board levied five mills of this tax. It was renewed in 1960 for another ten years. It provided about \$96,000 of revenue in 1959-1960 (Table II). This fund is allocated for repairs and maintenance of the physical school plant.

Maintenance Tax: Special Repairs and Equipment Tax. The Constitution, in Article 12, Section 15, provides for the levy of another five mills tax for maintenance of school buildings, stating that such revenue may be used for "the maintenance or operating expense" of school buildings, provided such levy has been approved by the voters and is for a maximum of ten years, subject to renewal. In 1949, the Lincoln School Board, after due election and approval by voters, levied two mills of this tax, which was renewed in 1960 for another ten years. It yielded about \$39,000 in revenue in fiscal 1960, and was used primarily for the purchase and upkeep of equipment for the schools (Table II). The call for election of the tax carried the wording "for purpose of constructing, equipping, and/or improving buildings or for maintenance thereof."

Bond Revenue Taxes. Under provisions of Article 14, Section 14, of the Constitution, a school district may issue bonds to obtain revenue for construction of school plants in an amount not exceeding 25 per cent of assessed valuation of property in the district. Bonds issued on a parish-wide basis twice in past years for school purposes in Lincoln Parish required a seven and one-half-mills property tax for payments

of principal and interest in fiscal 1960. This provided revenue of approximately \$144,000 (Table II). In addition, five sub-districts had tax levies ranging from four to eight mills in support of bond issues: two had four mills each, one four and one-half mills, one six mills, and one eight mills. Together these levies yielded around \$67,000 in fiscal 1960. Supposedly, each of these taxes will provide increased revenue in succeeding years as assessment values rise.

#### Severance Tax Proceeds

The severance tax authority and stipulations as discussed in a previous section of this study require that the School Board share the income from this source with the Police Jury under legislative provisions. The Lincoln School Board's share of the tax in 1959-60 amounted to \$126,300. This revenue is placed in the General Fund to be spent on general control of the school system, including administrative and instructional services.

#### Sources of State and Federal Funds for Schools

Article 12, Section 14, of the Constitution provides for the following sources of funds to the State Board of Education for distribution to the parishes:

1. A two and one-half mill state-wide ad valorem tax, extended on the assessment rolls and collected by the tax collector for each parish and paid into the State Fund;
2. A balance in the Severance Tax Fund after maximum constitutional allocations to the purposes for which it was levied by Article 10, Section 21, of the Constitution; some of this is specifically dedicated to be used for free books and school supplies;

3. Proceeds of particular taxes to be levied for the State Public School Fund;
4. Any other funds dedicated for school purposes after the adoption of this Article. The Legislature is required to maintain at least \$10,000,000 annually in the Fund, even if it has to go into the General Fund to supplement the above sources of revenue.

These funds are pooled and allocated to the parish school boards primarily in two categories:

1. Three-fourths in monthly installments to each School Board in the proportion that the number of educable children from 6 to 18 years of age in the Parish bears to the total of that age range in the State (the "per educable" fund);
2. One-fourth to the Boards on an equalization basis to provide a minimum educational program in each parish as determined by the State Board of Education (the "equalization" fund).

The amount of the per educable fund apportioned to Lincoln Parish in 1959-60 was \$381,315; the equalization fund allocation was \$1,119,453.77.

Additional funds are provided by Section 14 of Article 12 of the Constitution. Under this clause the Legislature shall use the following funds for school purposes:

1. Interest on proceeds of lands heretofore and hereafter granted by the United States for school purposes and revenues from unsold portions of same (sixteenth section land fund). These funds are to be released to acquire, construct, and equip public school-plant facilities.
2. All funds and proceeds of lands and property granted to the State but not designated for any other purpose.
3. Appropriations made for Vocational Education or other school purposes by the United States Office of Education or other United States Government agency.

Funds coming to Lincoln Parish from these sources in 1959-60 amounted to about \$7,200 (Appendix D).

The final source of funds available to the Parish School Board from the State Board of Education is for expenses of the Public School Lunch Program. This revenue, amounting to \$213,640 in fiscal 1960, is derived from the sale of lunches, Federal grants for food, and State grants. Data for the 1959-60 school year lunch program in Lincoln Parish are shown in Table IX.

TABLE IX

## School Lunch Program, Lincoln Parish, 1959-1960

<b>RECEIPTS:</b>	
Students . . . . .	\$ 59,892.90
Adults . . . . .	8,303.10
State. . . . .	125,145.47
Federal. . . . .	20,298.79
TOTAL RECEIPTS. . . . .	\$213,640.26
<b>EXPENDITURES:</b>	
Food . . . . .	\$151,358.99
Labor. . . . .	46,421.98
Other. . . . .	6,411.55
TOTAL EXPENDITURES. . . . .	\$204,192.52
<b>Number of Lunchroom Workers:</b>	
	<u>1959-1960</u>
White. . . . .	24
Negro. . . . .	31
TOTAL . . . . .	<u>56</u>
Daily average number of children participating. . . . .	4,907
Total number of school lunch workers. . . . .	56
Number of lunches served children . . . . .	863,622
Free lunches. . . . .	75,624
Number lunches served adults. . . . .	46,395
Total lunches served children and adults. . . . .	910,017
Average parish cost for all lunches . . . . .	\$0.236

Source: Report of Superintendent to Lincoln Parish School Board,  
July 11, 1960.

Local property taxes will account for \$454,000, or 19.8 per cent of the total expected new revenue to the School Board in fiscal 1961,

compared to 18.1 per cent in fiscal 1960. Of the general fund revenue, 10.4 per cent, or \$194,000, will come from local property taxes. This is exclusive of the two and one-half-mills State property tax for education which is pooled with that from other parishes for distribution to the school districts under the per educable and equalization funds.

### Parish School Board Expenditures

The Statement of Operating Expenses of the Lincoln Parish School Board for the fiscal year ended June 30, 1959, shows the costs incurred by the Board for a year's operation of the school system, exclusive of capital outlay and school lunch program expenses (Appendix E). Expenditure items will be analyzed according to administrative costs and functional or non-administrative costs.

#### Administrative Costs

Administrative costs of the School Board for a year as summarized from Appendix E are:

Salary of Superintendent . . . . .	\$11,975.00
Salary of Visiting Teacher . . . . .	7,700.00
Travel expense of Supt. and Visiting Teacher . .	1,074.82
School Board mileage and per diem. . . . .	4,326.40
Salaries of clerks . . . . .	11,000.00
Office expense . . . . .	3,878.78
School Board Association dues. . . . .	400.00
Convention and conference expense. . . . .	1,893.94
Surety bond premiums . . . . .	200.00
Employer's contributions to:	
Social Security . . . . .	459.05
Retirement System for Supt. and	
Visiting Teacher (est.) . . . . .	2,000.00
TOTAL. . . . .	<u>\$44,907.99</u>

This itemization of the general control expenses of the School Board indicates the items of expense incurred by the Board before any

instruction or building costs have been counted. The largest item of expense is that of the Superintendent. In addition to his salary, he is allowed a travel expense while on duty in attendance at school administration. His share of the travel expense listed above was \$631.49. The next largest item is that of salaries of clerks to maintain the records of the Board and the superintendent in the headquarters office. This expense amounted to \$11,000 in fiscal 1959. Three office assistants, including a bookkeeper, were employed by the School Board.

Mileage and per diem expenses of the Board members, as set forth in a previous section, amounted to \$4,326.40 for fiscal 1959. This was an expenditure of \$393.31 per year per member or \$32.78 per month per member.

Miscellaneous expenses attributable to administration include \$200 for surety bond premiums for members and officers charged with financial responsibilities, \$400 for School Board Association dues which are charged to the public, \$1,893 for expense of travel to conventions and conferences by Board members and executive officers, and \$2,459.05 as the Board's share of contributions to social security and retirement systems, exclusive of teachers. The total administrative cost of approximately \$45,000 was about two and one-half per cent of total operating expenses.

#### Functional Costs

The largest category of expenditures by Lincoln Parish School Board is instructional service. The cost of this service was \$1,201,528.12, or 67 per cent of total operating expense, during the fiscal year of 1959. This was divided 40 per cent for white schools and 27 per cent

for Negro schools. Included in this expense for instructional service are the salaries, travel expense, and secretarial help for the supervisors of public schools of the parish. This sum amounted to \$11,873.45 for the supervisor of white schools, plus \$6,494.28 for the supervisor of Negro schools.

About 60 per cent of total instruction expense was for white pupils. White students comprised 51.3 per cent of the total number of pupils in school during the year, and 50.3 per cent of the total number of children classed as educables in Lincoln Parish. Of the total number of regular teachers, 58.3 per cent were white teachers, 51 per cent of which held Master's degrees, while 41 per cent of Negro teachers held this degree. Instructional salaries are influenced partially by degrees possessed by the teachers.

The instructional cost per educable for whites and Negroes, as discerned from data available for the 1959-60 fiscal year, was \$226 per educable for white schools and \$153 for Negroes.

#### Clerk of Court

Revenue for operation of the office of clerk of court is derived from fees charged for services and duties described in the chapter on parish organization of governments (Chapter 3). These fees, which are established by the Legislature, provided the Lincoln Parish Clerk of Court with about \$31,000 for the district court term of July 1, 1959, to May 31, 1960. This income was used to pay salaries of the clerk, his deputies and assistants, purchase office supplies, and pay the cost of the Clerk's Association dues and convention expenses.

Table X is the Statement of Cash Receipts and Disbursements of the Lincoln Parish Clerk of Court Salary Fund for the court term of July 1, 1959, to May 31, 1960. This shows the amount collected from fees and court attendance during this 11-month period, as well as the items of expenditure to operate the clerk's office.

The clerk's office also serves as a depository for funds collected in court litigations, such as peace bonds, bails, court adjudications of property, and fines. These funds are transferred to authorized recipients after court costs are deducted. Shown as Table XI are the Advance Deposit and Registry of Court Funds. In fiscal 1960, these collections amounted to a total of \$95,887.

#### Tax Assessor

The office of tax assessor is operated with funds collected from all the governing bodies that receive property taxes from Lincoln Parish. These agencies are the State of Louisiana, Lincoln Parish Police Jury, Lincoln Parish School Board, the city of Ruston, and the Louisiana Forestry Commission. The Legislature permits the tax assessor to make a charge to each for the assessment of property upon which each agency levies a tax. The cost of assessment is based on a formula which relates the amount of taxes levied by each to the total amount of the assessor's salary and expense fund as fixed by the Legislature.

To illustrate how the cost of assessment to each agency is determined, reference is made to Exhibit 1, the 1957 allocations record which the tax assessor made available to the author. This is an official statement which the assessor must file annually with the State Supervisor of Public Funds, along with his affidavit of correctness and signature.



TABLE X

Lincoln Parish Clerk of Court Salary Fund  
Statement of Cash Receipts and Disbursements  
For the Period from July 1, 1959, to May 31, 1960

<u>BALANCE AT BEGINNING OF PERIOD</u>	<u>\$13,687.53</u>
<u>Receipts</u>	
Recordings	14,743.05
Cancellations	841.00
Mortgage certificates	1,850.50
Marriage licenses	623.00
Notarial fees	490.00
Certified copies	3,611.00
Suits and successions	6,020.86
Court attendance	456.00
Criminal fees	327.50
Certificates of title	946.00
Other fees	1,187.25
Salary deductions:	
Federal income tax	5,151.55
Retirement contributions	1,600.62
Total receipts	<u>37,848.33</u>
Total	<u>\$51,535.86</u>
<u>Disbursements</u>	
Salaries:	
Clerk of Court	\$ 8,800.00
Deputies	18,400.00
Other employees	4,812.50
Office supplies and expense	2,299.21
Association dues	93.50
Expense of convention	45.00
Remittances for salary deductions:	
Federal income tax	5,151.55
Clerks' Retirement and Pension Fund	1,600.62
Total disbursements	<u>41,202.38</u>
<u>BALANCE AT END OF PERIOD</u>	<u>\$10,333.48</u>

Source: Audit Report of State Supervisor of Public Funds, Lincoln Parish Clerk of Court, 1960, Exhibit B.

TABLE XI

Lincoln Parish Clerk of Court Sundry Funds  
Statement of Cash Receipts and Disbursements, by Funds,  
For the Period from July 1, 1959, to May 31, 1960

<u>ADVANCE DEPOSIT FUND</u>	
Balance at Beginning of Period	\$ 3,617.04
Receipts - deposits	<u>12,943.02</u>
Total	<u>16,560.06</u>
Disbursements:	
Clerk's costs transferred to Salary Fund	6,020.86
Sheriffs' costs:	
Local	1,360.90
Other parishes	245.20
Other costs	2,198.59
Refunds to litigants	<u>1,910.13</u>
Total disbursements	<u>11,735.68</u>
Balance at End of Period	<u>\$ 4,824.38</u>
<u>REGISTRY OF COURT FUND</u>	
Balance at Beginning of Period	\$49,304.71
Receipts - deposits	<u>82,944.55</u>
Total	<u>132,249.26</u>
Disbursements:	
Clerk's costs	522.13
Taxes	65.48
Heirs, litigants, etc.	<u>99,205.31</u>
Total disbursements	<u>99,792.92</u>
Balance at End of Period	<u>\$32,456.34</u>

Source: Audit Report of State Supervisor of Public Funds, Lincoln Parish Clerk of Court, 1960, Exhibit C.

## Exhibit 1

Statement Made to Supervisor of Public Funds  
(By Tax Assessor)

Showing the Total Amount of Taxes Assessed in the Parish of Lincoln for the year 1957 (except Confederate Veteran Taxes), the average rate of commission due thereon and the amount to be paid upon the Assessor's Salary and Expenses by each Recipient of Taxes as required by R. S. 47:1906.

Total Taxes Assessed, as itemized below. . . . .	\$802,012.03
Amount of Parish Tax Exemptions in Municipalities. . . . .	14,822.49
Total Subject to Prorata Payments on Amount due the Assessor . . . . .	816,834.52
The Amount to be paid as follows:	
Assessor's Salary. . . . .	\$ 7,200.00
Clerical and other Expenses. . . . .	15,000.00
Total . . . . .	22,200.00
Average rate of Commission due by each kind of tax . . . . .	2.71781%

(To find Average Rate, Divide Total to be paid Assessor by Total Subject to Prorata Payment)

TAXES ITEMIZED

Kind of Taxes	Amount of Tax Assessed	Total Amount Due Assessor
State Tax--5 Mills	\$ 87,510.47	\$ 2,378.37
Forestry Tax	2,846.02	77.35
Parish Tax	55,185.79	1,499.84
Special Parish Taxes:		
Road Tax--Parish Wide 5 Mills	87,510.35	2,378.37
Court House Tax--3 Mills	52,506.21	1,427.01
Road Construction--5 Mills	87,510.35	2,378.37
Regular School Tax--5 Mills	87,510.35	2,378.37
Special Parish Wide School Taxes--5 Mills	87,510.35	2,378.37
School Distr. 1--8 Mills	140,016.56	3,805.37
Maintenance--2 Mills	35,004.14	951.34
School District Taxes:		
District 1--5 Mills	57,932.85	1,574.50
District 3--4-5 Mills	6,596.44	179.28
District 6--5 Mills	5,918.60	160.86
District 7--6 Mills	5,338.68	145.09
District 24--8 Mills	1,783.04	48.46
Ward 6 Recreation--1 Mill	1,331.83	36.20
Exempted Municipalities:	14,822.49	402.85
 TOTAL	 \$816,834.52	 \$22,200.00

(Affidavit and signature of Tax Assessor)

Taking the tax rates levied for each purpose by each taxing body, the assessor determines the total taxes assessed in the Parish by multiplying the rate by the total assessed value of taxable property for that year. The figure for 1957 was \$802,012.03, based on an assessment of \$17,502,070. Excluded by law from this amount is the three-fourths mill Confederate Veterans tax levied by the State; hence, only five mills of the state tax is used for assessment cost purposes. Added to the total taxes assessed is an amount equal to the tax exemptions of municipal property owners by virtue of the reduction of the general parish tax in Ruston by two mills. This amounted to \$14,822.49, making a total of \$816,834.52 in taxes subject to prorata payments on amount due the assessor's salary and expense fund, which was fixed by the Legislature at \$22,200.

Dividing the \$22,200 due the assessor by the total assessed taxes of \$816,834.52 gives the percentage rate of commission to be charged against each tax. The figure in this case, which can be carried to as many decimal places as the assessor desires, came to 2.71781 per cent. This rate applied to each tax gives the absolute amount due the assessor as shown in the last column of the table. Summation of these, by rounding out, equals the total amount he is allowed in that year by law. It is evident that the commission rate, or cost of assessment on each type of tax, varies according to the total amount of taxes levied by the various authorities, and also by the size of the assessor's salary and expense fund as determined by the State Legislature.

In 1959, total receipts by the tax assessor, calculated in the above manner, amounted to \$22,200, as shown in Table XII. This was

TABLE XII

Lincoln Parish Assessor's Salary Fund  
Statement of Revenue and Expenditures  
for the Year Ended December 31, 1959

REVENUE

Allowance from:	
State	\$ 2,300.19
Police Jury	8,893.79
School Board	10,579.96
City of Ruston	364.99
Forestry Commission	61.07
Total allowance	<u>\$22,200.00</u>
Sale of old typewriter	100.00
Total revenue	<u>\$22,300.00</u>

EXPENDITURES

Salaries:	
Assessor	7,200.00
Deputies	11,450.00
Other employees	2,400.00
Office supplies and expense	951.47
Telephone and telegraph	508.57
Automobile expense:	
Purchase of automobile	2,250.00
Gasoline and oil	542.88
Other	461.78
Other travel and convention expense	966.66
Insurance and bond premiums	740.35
Association dues	35.00
Total expenditures	<u>\$27,506.71</u>

EXCESS (Deficiency) OF REVENUE OVER EXPENDITURES (5,206.71)

SURPLUS AT BEGINNING OF YEAR 7,001.02

SURPLUS AT END OF YEAR \$ 1,794.31

Source: Audit Report of State Supervisor of Public Funds, Lincoln Parish Assessor's Office, 1960, Exhibit A.

spent primarily for salaries for the assessor, his deputies and other employees, office supplies and equipment, the purchase and maintenance of an automobile for assessment work, travel and convention expenses, and communications expense. About 48 per cent of this was paid by the School Board in 1959 due to the fact that it levied a higher tax rate than any one of the other agencies concerned. In 1957, the share for the School Board was 52 per cent. Addition of a hospital bonds tax in 1959 raised the share paid by the Police Jury. The assessor maintains his own depository of funds, writes the checks in payment of his office expense, and writes his own salary check. He must account to the State Supervisor of Public Funds for funds subject to his control.

Since the payments to the assessor are not due until assessments are made and accepted by the Louisiana Tax Commission, the Police Jury and the School Board advance to the assessor in the beginning of the year a sum from which his salary and expenses are paid. Whenever he receives the amount due from the other agencies, any balance or deficit in the account of the Police Jury and School Board is adjusted to actual amount due from each. Any savings in the expense account for any one year that the assessor can make are permitted to be retained by him at present and added to his fixed allowance the following year. By this means he is able to allocate expenses for equipment, supplies, and office help over a period of years and relieve the School Board and Police Jury from additional demands for financial assistance beyond their share of taxes assessed each year. These agencies are required by law to keep the assessor's office supplied with proper equipment. Only at the termination of duty of the incumbent assessor are surplus funds returned to the taxing authorities on a prorata basis.

### Sheriff

Legislative acts require each sheriff in Louisiana to maintain two funds; namely, the Sheriff's Fund and the Sheriff's Salary Fund. The first is comprised of receipts collected as required by law in criminal and civil litigations, sheriff's sales of seized property, and cash bonds of those accused of law violations. Disbursements of these funds to those officials and parties destined to receive same are recorded in the Sheriff's Fund statement. Some of these funds are simply transfers between the clerk of court and sheriff. The Sheriff's Salary Fund consists of revenues which rest finally with the sheriff for the support of his office and official duties. It is this revenue that covers the cost of governmental operation of the sheriff's office in the parish. The revenue sources consist of commissions allowed the sheriff on taxes collected and licenses issued in his ex-officio capacity as tax collector; civil and criminal fees permitted by law for such items as serving subpoenas, writs, and warrants; per diem allowance for court attendance; transportation and feeding of prisoners; and an allowance of \$1,000 from the State for each Representative the parish has in the State Legislature. Income from these sources amounted to nearly \$87,000 for the Lincoln Parish Sheriff's Salary Fund in the fiscal year of 1960 (Table XIII). Withholdings from tax collections are limited to ten per cent of the first \$450,000 of taxes collected per year plus six per cent of all over this amount. As taxes are paid, the tax collector withholds the appropriate percentage for deposit to his Salary and Expense Fund, then pays the remainder monthly to the respective tax recipient bodies in accord with the rate of levy by each.

TABLE XIII

Lincoln Parish Sheriff's Salary Fund  
Statement of Revenue, Expenditures and Surplus  
For the Year Ended June 30, 1960

<u>REVENUE</u>	
Commissions on taxes, licenses, etc.	\$80,380.96
Costs, notices, etc.	156.00
Civil and criminal fees	2,872.20
Court attendance	310.00
Representative allowance	1,000.00
Transporting prisoners and interdicts	868.25
Feeding prisoners	1,336.71
Total revenue	<u>\$86,924.12</u>
<u>EXPENDITURES</u>	
Salaries:	
Sheriff	9,000.00
Deputies	37,325.00
Other employees	10,800.00
Office supplies and expense	4,529.31
Purchase of automobiles	7,048.00
Gasoline and oil	3,118.17
Other automobile expense	1,357.73
Other travel expense	48.82
Transporting prisoners and interdicts	71.45
Feeding prisoners	1,336.71
Insurance and bond premiums	2,961.68
Association dues	288.00
Purchase of law enforcement equipment and supplies	615.94
Uniforms	903.00
Radio equipment and maintenance	1,371.89
Employer's contribution to social security	291.75
Total expenditures	<u>\$81,067.45</u>
<u>EXCESS OF REVENUE OVER EXPENDITURES</u>	5,856.67
<u>SURPLUS AT BEGINNING OF YEAR</u>	26,575.65
<u>SURPLUS AT END OF YEAR</u>	<u>\$32,432.32</u>

Source: Audit Report of State Supervisor of Public Funds, Lincoln Parish Sheriff's Office, 1960, Exhibit A.



Expenditures from the Salary Fund are made for many items that have no relationship to salaries. The act establishing the fund provides for its use for the payment of not only the salaries of the sheriff and his deputies, but also any and all items considered essential by the sheriff for the proper performance of his duties (see Table XIV). They include such things as automobiles and their maintenance, insurance and bond premiums for officers, uniforms, communications equipment, Sheriff's Association dues, food and transportation for prisoners, and general office personnel and supplies. The sheriff's salary is fixed by the Legislature as full compensation for his duties. In addition, he has an official travel expense through the use of the automobiles purchased and maintained from the revenues in the Salary Fund.

#### Department of Public Welfare

In addition to the parish governing bodies described above, another governmental agency that is recipient and disburser of public revenues in Lincoln Parish is the parish office of the Louisiana Department of Public Welfare. As stated in the section on organization of governments, office space for this agency has been furnished in the court house by the Police Jury. However, beginning July 1, 1960, in lieu of rent the Department of Public Welfare now pays \$200 per month to the Police Jury towards the costs of utilities and maintenance of the court house. The Parish Government does not provide any funds for the welfare program. All Department of Welfare funds received in Lincoln Parish are derived from the State Department of Public Welfare. A portion of these funds is provided to Louisiana by the United States Government.

TABLE XIV

Lincoln Parish Sheriff's Fund  
Statement of Cash Receipts and Disbursements  
For the Year Ended June 30, 1960

<u>BALANCE AT BEGINNING OF YEAR</u>	\$ 1,042.50
<u>RECEIPTS</u>	
Criminal costs:	
District Attorney	785.00
Clerk of Court	400.50
Sheriff	422.00
Civil fees	1,780.40
Litigations, Sheriff's sales, etc.	15,026.91
Cash bonds	1,930.00
Total receipts	<u>20,344.81</u>
Total	<u>\$21,387.31</u>
<u>DISBURSEMENTS</u>	
Criminal costs:	
District Attorney	\$ 785.00
Clerk of Court	400.50
Sheriff's Salary Fund	422.00
Civil fees to Sheriff's Salary Fund	1,780.40
Litigations, Sheriff's sales, etc.:	
Litigants	5,634.58
Registry of Court	6,750.25
Civil fees to Sheriff's Salary Fund	669.80
Clerk of Court	907.80
Other sheriffs and clerks of court	100.30
Advertising	416.00
Storage and appraiser fees	302.19
Redemption of adjudicated property	17.50
Federal revenue stamps	27.50
Taxes	218.49
Cash bonds	1,955.00
Total disbursements	<u>20,387.31</u>
<u>BALANCE AT END OF YEAR</u>	<u>\$ 1,000.00</u>

Source: Audit Report of State Supervisor of Public Funds, Lincoln Parish Sheriff's Office, 1960, Exhibit B.

According to the Department Commissioner, Table XV presents welfare funds received by residents of the parish in the fiscal year of 1959-60.

TABLE XV

Public Welfare Funds Disbursed  
in Lincoln Parish, Louisiana, Fiscal Year 1959-60

Type of Aid	Total	Assistance		
		Money Grants	Medical Vendor Payments	Administration and Office Expense
Old Age Assistance	\$1,049,543	\$1,025,761	\$23,782	
Aid to the Blind	28,879	28,550	329	
Aid to Dependent Children	215,349	214,398	951	
Aid to Permanently and Totally Disabled	80,633	77,896	2,737	
General Assistance	44,595	44,029	566	
Administration	74,984			\$74,984
Sub-Total	\$1,493,983	\$1,390,634	\$28,365	\$74,984
Child Welfare Services	6,728			6,728
Administers Foster Care Payments	38,312	38,312		
TOTAL	\$1,539,023	\$1,428,946	\$28,365	\$81,712

Source: Report from Director of Louisiana Department of Public Welfare.

The data in Table XV show a total of \$1,539,023 spent in Lincoln Parish by the Welfare Department in fiscal 1960. Using the percentage of Federal contribution to the entire State program, 64.4 per cent of this, or \$991,131, represents Federal Government support. Federal participation percentages for the different categories of aid shown in Table XV are: Old Age Assistance 68.4 per cent; Aid to the Blind 59.8 per cent; Aid to Dependent Children 77.7 per cent; Aid to Permanently and Totally Disabled 72.8 per cent; Administration 44.7 per cent; Child Welfare Services 21.4 per cent; and Foster Care 0.2 per cent. General Assistance is provided entirely by State funds.

State funds for the public welfare program are derived from the Louisiana sales tax of 2 per cent on most retail purchases of tangible goods in the State, on goods stored for use in the State, and on certain services. A total of \$547,892 of the \$1,539,023 of public welfare expenditures in Lincoln Parish in fiscal 1960 was furnished by the State out of sales tax revenue. In the same year, a total of \$481,155.07 was collected as sales taxes in Lincoln Parish.<sup>17</sup> The parish, therefore, received about \$66,737 more in welfare payments from the State (not counting the Federal funds) than it paid to the State in sales taxes. The excess of receipts over sales taxes paid was about 13 per cent of total State payments to the parish. This means that about 87 per cent of the welfare revenue from the State were provided by sales taxes paid on purchases made in Lincoln Parish. When Federal Government participation is added, only 31 per cent of the total welfare payments in the parish in fiscal 1960 was accounted for by sales taxes collected in Lincoln Parish.

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<sup>17</sup>Annual Report of Louisiana Department of Revenue, Fiscal Year 1959-1960, p. 19.

TABLE XVI

## Summary of Revenues to Lincoln Parish Governmental Agencies, 1959

AGENCY AND SOURCE	AMOUNT
Police Jury, property taxes . . . . .	\$ 276,511.74
School Board, property taxes. . . . .	<u>443,085.68</u>
Total property taxes . . . . .	\$ 719,597.42
Other taxes . . . . .	<u>327,586.16</u>
Total taxes. . . . .	\$1,047,183.58
Police Jury, non-tax sources <sup>a</sup> . . . . .	97,614.06
School Board, non-tax sources <sup>b</sup> . . . . .	<u>1,772,442.61</u>
Total, Police Jury and School Board. . . . .	\$2,917,240.25
Clerk of Court. . . . .	31,096.16
Tax Assessor. . . . .	22,200.00
Sheriff . . . . .	<u>86,924.12</u>
Total, Parish Governments. . . . .	\$3,057,460.53
Department of Public Welfare. . . . .	<u>1,539,023.00</u>
TOTAL, ALL AGENCIES. . . . .	<u>\$4,596,483.53</u>

<sup>a</sup>Business licenses, fines, fees, and State grants.

<sup>b</sup>State and Federal aid.

## Exhibit 2

Property Tax Rates, Lincoln Parish, Louisiana,  
1959-1960, in Mills per Dollar of Assessed Value of Property

## Ruston School District (District 1)

	<u>In Ruston</u>	<u>Outside Ruston</u>
State	5.75 Mills	5.75 Mills
Parish	18.00	20.00
School	<u>23.50</u>	<u>23.50</u>
	47.25	49.25
City	<u>20.00</u>	
	67.25	

## Simsboro School District (District 3)

State	5.75 Mills
Parish	20.00
School	<u>24.00</u>
	49.75

## Dubach School District (District 5)

	<u>In Ward 6</u>	<u>In Ward 8</u>
State	5.75 Mills	5.75 Mills
Parish	21.00	20.00
School	<u>19.50</u>	<u>19.50</u>
	46.25	45.25

## Choudrant School District (District 6)

State	5.75 Mills
Parish	20.00
School	<u>23.50</u>
	49.25

## Hico School District (District 7)

	<u>In Ward 2, 7, 8</u>	<u>In Ward 6</u>
State	5.75 Mills	5.75 Mills
Parish	20.00	21.00
School	<u>25.50</u>	<u>25.50</u>
	51.25	52.25

## Hopewell-Downsville School District (District 24)

State	5.75
Parish	20.00
School	<u>27.50</u>
	53.25

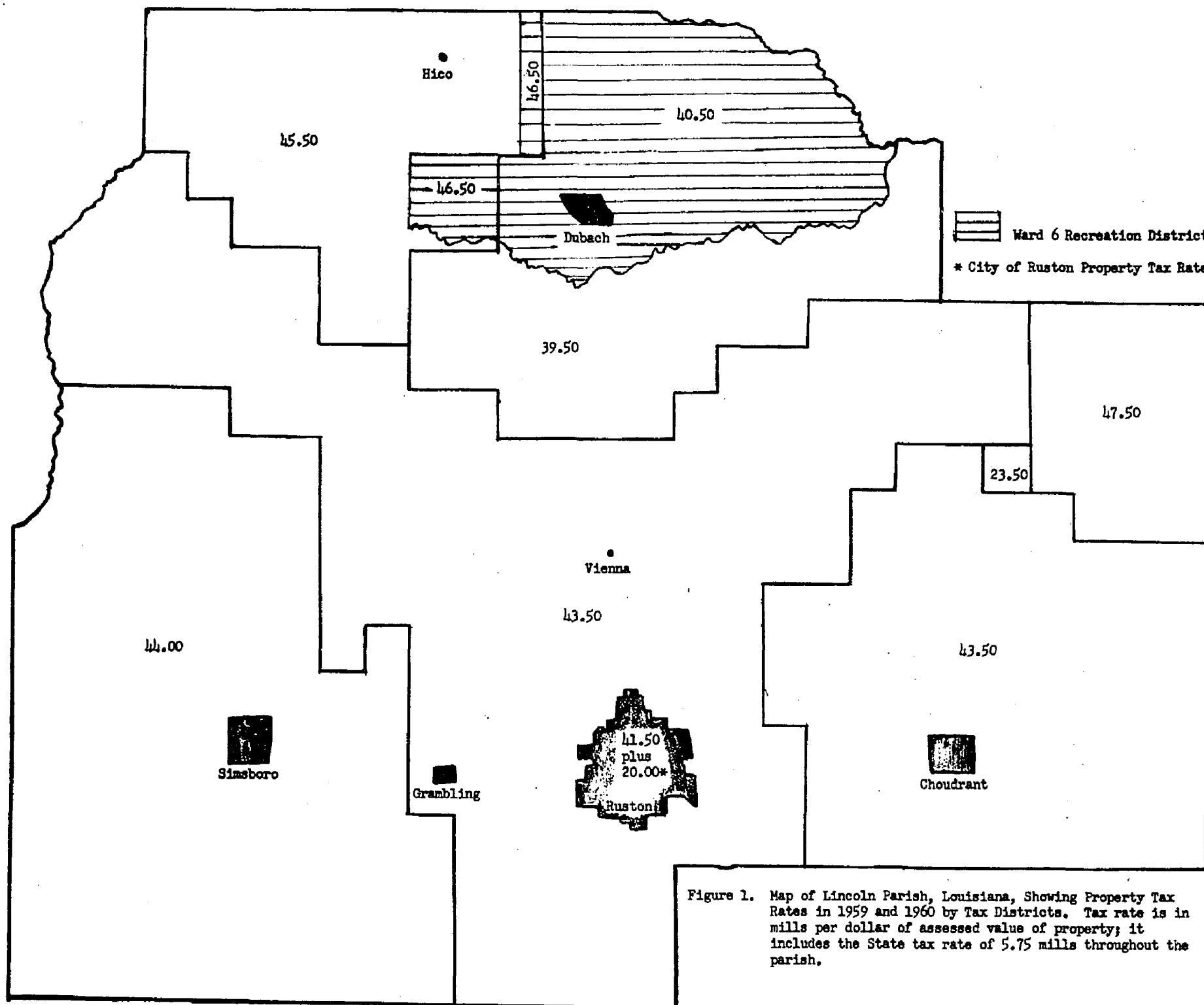


Figure 1. Map of Lincoln Parish, Louisiana, Showing Property Tax Rates in 1959 and 1960 by Tax Districts. Tax rate is in mills per dollar of assessed value of property; it includes the State tax rate of 5.75 mills throughout the parish.

## CHAPTER VI

### HISTORICAL TREND IN REVENUES OF THE LINCOLN PARISH GOVERNMENTS

An examination of the sources of revenue used by the Lincoln Parish governing agencies over a period of thirty years reveals trends and problems associated with financing of local government. This survey uses as benchmarks the years of 1930, 1940, 1950, and 1959. The first was a year when national income was beginning to decline, preceding the depression of the 1930's. But revenues of the local governments were slow to adjust and were continued in much the same pattern as for the previously prosperous years. The year of 1940 was a year of mild recovery and preceded the entry of the United States into World War II. The year 1950 was representative of the years of adjustment following World War II and its inflationary effects. The year 1959 was characterized by a slight recession prior to a period of economic growth and rapid expansion of gross national product predicted for the 1960 decade.

#### Police Jury

Total revenue received by the Lincoln Parish Police Jury in 1930, exclusive of funds borrowed, was \$158,414, about 84 per cent of which was derived from the property tax (Table XVII). A gasoline tax levied by the parish accounted for the second largest source of funds, or



TABLE XVII

Revenue to the Lincoln Parish Police Jury, 1930, 1940, 1950, and 1959,  
Showing Per Cent Obtained From Each Source

Source	1930		1940		1950		1959	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Property tax:								
For Roads	\$107,151		\$ 89,627		\$106,802		\$162,027	
Total	133,036	84.0	115,649	74.8	195,018	60.5	276,512	48.0
Gasoline tax	18,125	11.4	25,208	16.3	45,318	14.1	106,445	18.5
Severance tax	74	a	1,543	1.0	34,603	10.7	94,841	16.5
State grants- in-aid	-----	----	-----	----	31,790	9.9	70,000	12.2
Fines and fees	3,646	2.3	1,520	1.0	5,700	1.8	14,252	2.5
Business licenses	1,517	.9	700	.4	1,393	.4	1,175	.2
Chain store tax	-----	----	1,485	.9	(1,438) <sup>b</sup>	----	(2,549) <sup>b</sup>	----
Other	<u>2,016</u>	<u>1.3</u>	<u>8,603</u>	<u>5.6</u>	<u>8,231</u>	<u>2.6</u>	<u>12,187</u>	<u>2.1</u>
Total <sup>c</sup>	\$158,414	100.0	\$154,708	100.0	\$322,053	100.0	\$575,411	100.0

<sup>a</sup>Less than .1 per cent.

<sup>b</sup>Dedicated to municipalities, but collected by parish.

<sup>c</sup>Less loans and interfund transfers.

Thousand  
Dollars

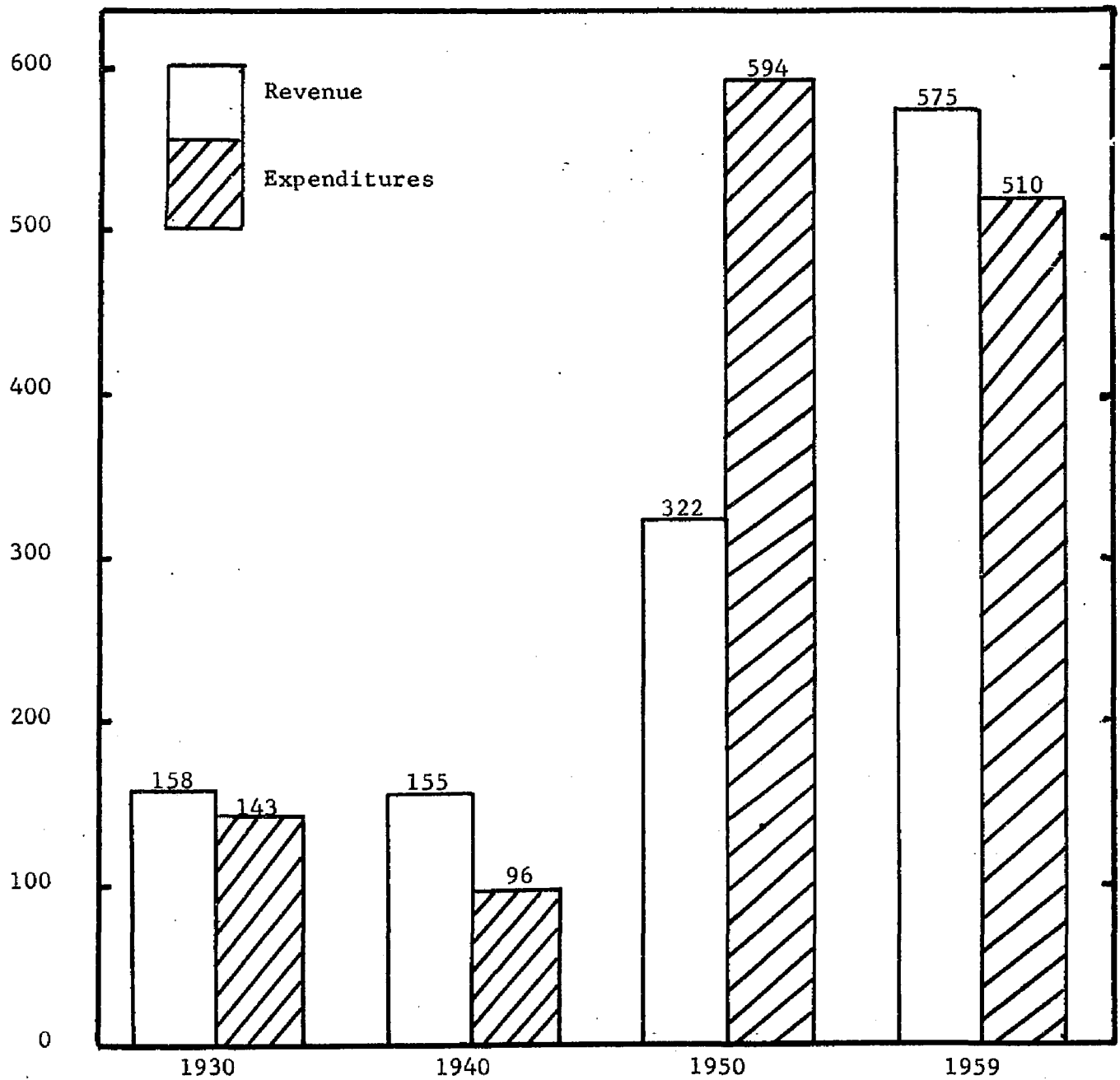


Figure 2. Revenue and Expenditures of the Lincoln Parish Police Jury. (Differences in revenue and expenditures are accounted for as surpluses, funds borrowed, or use of surplus from prior years. Both revenue and expenditures are exclusive of loans and interfund transfers.)

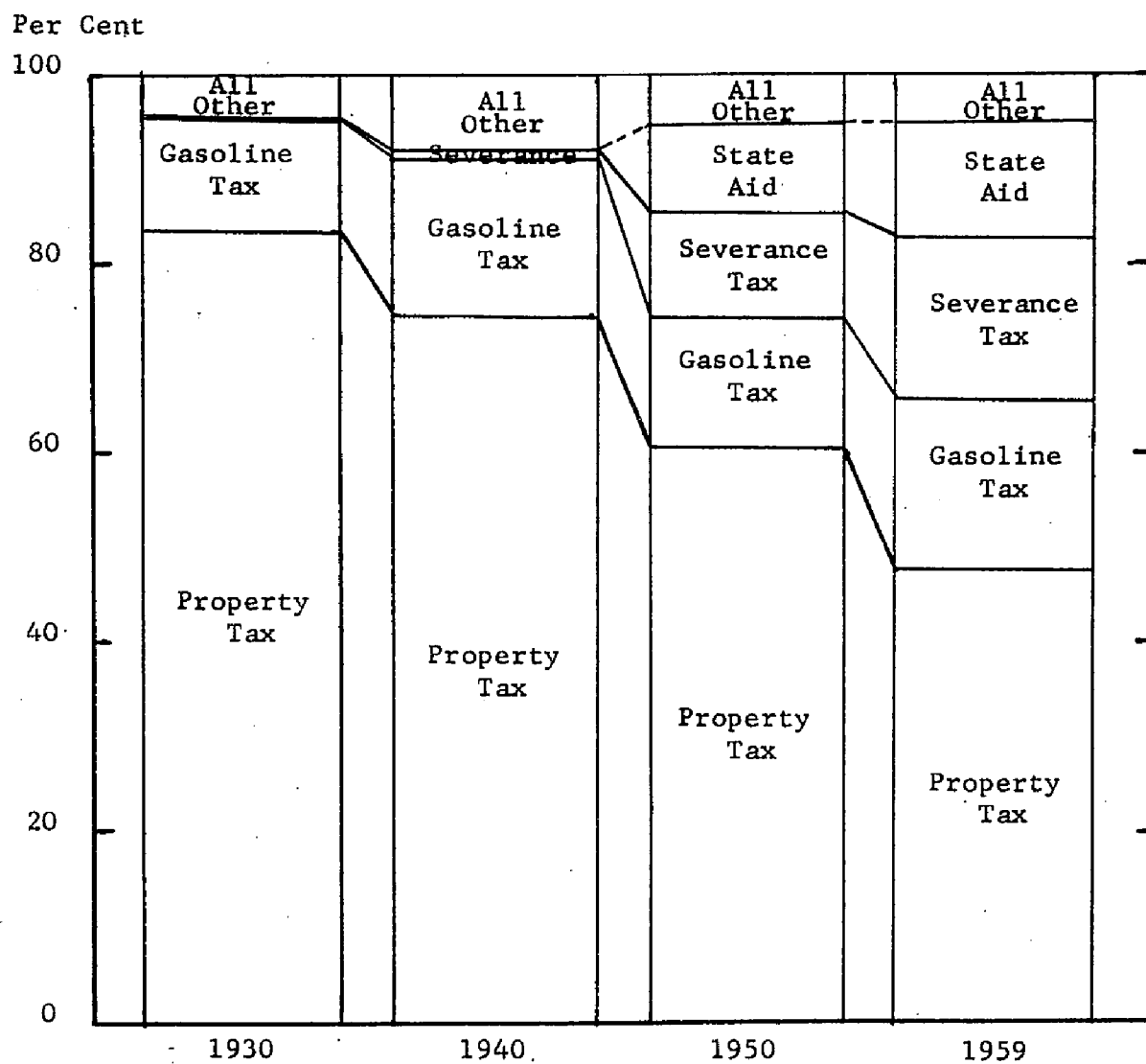


Figure 3. Sources of Revenue to the Lincoln Parish Police Jury, 1959, Showing Per Cent Derived from Each Source.

11 per cent of the total. The severance tax furnished negligible income to the Parish in 1930, amounting to only \$74. State grants for public improvements were unknown to Lincoln Parish in that year.

In 1940 total revenue received by the Police Jury was about \$4,000 less than that for 1930, amounting to \$154,708. The property tax furnished 75 per cent of this, or about 10 per cent less than its share ten years previously. Revenues from the property tax, business licenses, fines and fees all showed decreases, while the gasoline tax gave an increase of \$7,000 in income to the parish. An added source of income in 1940 was a tax on chain stores operating in Louisiana which the Legislature levied in behalf of the parish governments. Lincoln Parish collected \$1,485 from this tax.

The changes in revenue between 1930 and 1940 reflect partially the trend in economic and social conditions in the State of Louisiana during that period. Legislative changes in assessment procedures during the depression years resulted in very low taxable property values and ad valorem tax receipts. Early in the decade of the 30's, the parish's agricultural lands were reclassified to cope with declining farm incomes. One amendment of assessment procedure by the State Legislature required that, beginning in 1933, no increase in the assessed value of a farm could be made for ten years regardless of capital improvements.

Much property had been adjudicated to the State via tax sales before 1940, and economic conditions were not conducive to significant increases in ad valorem rates by the Police Jury. These factors combined to net the Jury a smaller property tax income in 1940 than it had received ten years earlier.

An increase in gasoline consumption during the decade of 1930-40 resulted in a very desirable increase in gasoline tax revenue to the Parish Government in 1940. A change in this source had been created by the State Legislature in 1936 when it abolished the authority of the parish to levy a two-cent gasoline tax. Instead, the State Treasurer refunded a part of the Louisiana gasoline tax collected within the parish. In 1938 the two cents refund was reduced to one cent, which prevailed in 1940, as compared to two cents per gallon in 1930. In spite of this reduced rate, gasoline tax revenue to Lincoln Parish increased about 39 per cent from 1930 to 1940.

An examination of the record of receipts and expenditures of the Police Jury for 1930 and 1940 reveals that short-term borrowing by the government from local banks was the consequence of a lack of revenue for certain functions to support both the cost of the services and the repayment of loans for those functions made in previous years. For example, maintenance of the road system in 1940 required the expenditure of about \$68,000. The ad valorem, gasoline, and severance taxes dedicated to road construction and maintenance together provided only \$62,000. At that time there was no direct allocation to the parish by the State Department of Highways for the road system. The Police Jury found it necessary to borrow \$14,000 from a local bank to cover the cost of maintaining the road system and repay previous loans incurred for road purposes.

Some interesting features of the 1930 budget in comparison with that of 1940 might be noted. Some general fund expenditures were made to "paupers" and "widows" in 1930, while these had disappeared from the

expense items of 1940. This was probably a result of the public welfare program of the Federal and State Governments during this decade. This raises an unanswerable question as to what the extent of demands upon the revenues of the parish would have been for such causes in the depression years in the absence of Federal aid for welfare programs.

During the decade of 1940-1950, gas and oil were discovered in some parts of Lincoln Parish. Consequently, parish revenues for the year 1950 show a phenomenal increase in severance taxes, from \$1,543 in 1940 to \$34,603 in 1950. Although timber production was also on the increase, reflecting a beginning of the transition from row-crop farming to forestry in some areas, a legislative act of 1948 prohibited the parishes from receiving the timber severance tax. It was not repealed until 1954. Income from the property tax was up to \$195,018, an increase of about 69 per cent. Assessed value of property had increased considerably over the decade, largely as a result of the urbanization of the parish around the city of Ruston and the reclassification of much agricultural land to country and city lots. Business assets were also at higher values. An increase of four mills in the ad valorem tax rate was made in 1948 to provide a sinking fund for bonds issued to finance the construction of a new court house.

Income from fees and fines was about four times as large in 1950 as in 1940. The fund available for road maintenance and construction had increased from \$76,000 to \$141,000 primarily as a result of three changes: a \$30,000 appropriation from the State Legislature which was begun on an annual basis in 1948, a doubling of income from the gasoline tax, and a \$21,000 increase in the ad valorem tax revenue for road purposes.

The Police Jury received \$3,000 in 1950 from interest on United States Treasury bills that had been purchased during the war years, reflecting a change from a status of local debtor during the previous decade to one of creditor holding a sizable amount of United States Government securities in 1950.

One reduction in revenue noted in 1950 was the chain store tax which had been available to the parish government in 1940, but had been dedicated by 1950 to municipalities by the Legislature, although it remained a responsibility of the Police Jury to collect.

Total revenue of the Lincoln Parish Police Jury in 1950 amounted to \$322,053, more than twice the amount received ten years earlier. The proportion of this furnished by the property tax was 60.5 per cent, or about 15 per cent less than the share from this tax in 1940.

By 1959 total income received by the Police Jury amounted to \$575,411, an increase of about 78 per cent over 1950. For general expenditure purposes, the property tax provided an increase of \$12,000, the severance tax had increased \$60,000, while fees and fines furnished two and a half times as much revenue as they did in 1950. This was the second time that total general fund revenue had doubled in two decades.

Funds for road construction and maintenance increased two and one-half times between 1950 and 1959. This was due largely to an increase in gasoline tax revenue from \$45,000 to \$106,000, plus an increase of \$56,000 in ad valorem tax income for road purposes and an increase in grants of the State from \$30,000 to \$70,000. In 1959, an additional ad valorem tax rate of four mills was levied for the construction of a hospital facility, adding about \$25,000 to revenue.

All together, property tax revenue increased from \$195,018 in 1950 to \$276,512 in 1959. This was about a 46 per cent increase, as compared to a 60 per cent increase between 1940 and 1950. A five-mill tax rate for the road system plus the four-mill rate for the hospital were added during the 1950 decade. However, in 1951 a bond issue of 1921 for roads was liquidated, diminishing the tax rate by six mills and resulting in a net increase of three mills in the tax rate during the decade. In the meantime, assessed value of taxable property had more than doubled because of the rapid urbanization of much of the land area of the parish. These factors combined to give the large increase in property tax revenue during the period.

Income from the gasoline tax in 1959 was up by more than 110 per cent from 1950, with no increase in the tax rate, while the severance tax revenue had nearly tripled since 1950. In 1954, the Legislature amended the severance tax law so as to return to the Parish 75 per cent of the tax collected on timber.

State grants for roads and elections were up by about 120 per cent. The chain store tax continued to be collected by the Police Jury but dedicated to municipalities wherein the stores were located. The only source for which a reduction in revenue was noted during the 1950 decade was business licenses. This was partly because of the expansion of city limits which gave the revenue from business licenses in the areas affected to the respective municipalities.

The most significant changes in the revenue structure of the parish government over the 30-year period were: (1) an increase in ad valorem tax rates; (2) a huge increase in revenue from the consumption of



gasoline through the gasoline tax; (3) increase in allocations by the State Legislature for the maintenance of a road system; (4) the abandonment of borrowing from local banks in preference to the issuance of bonds secured by the general credit of the parish and sold in the open bond market, indicating a strengthening of the credit position of the local government after the depression years; (5) a decreasing percentage of total revenue represented by the property tax; and (6) sizable surpluses at the close of each year's fiscal operations in recent years in contrast to deficiencies in the 1930 decade.

#### Parish School Board

The earliest available data concerning revenue and expenditures of the Lincoln Parish School Board was for fiscal year 1940. Sources and volume of revenue for fiscal 1940, 1950, and 1960 are presented in Table XVIII. Observed changes in sources of revenue since 1940 include a decline in the relative importance of the local property tax, an increase in the relative importance of State grants-in-aid, and the addition of funds for the augmentation of a program of hot lunches served to school children without regard to financial need.

School Board revenues derived from the local property tax, increased by nearly four times between 1940 and 1960, but declined in its share of the total from one-third in 1940 to 19 per cent in 1960. During the same period, State grants increased more than eight times and changed from 47 per cent of total revenue to 65 per cent. In 1940 Federal and special grants comprised about 18 per cent of total income but less than two per cent in 1960. About seven-eighths of the funds in this category

TABLE XVIII

Revenue to the Lincoln Parish School Board, Fiscal Years 1940, 1950, and 1960,  
Showing Per Cent Obtained From Each Source

Source	1940		1950		1960	
	Amount	Percent	Amount	Percent	Amount	Percent
State grants	\$175,730	47.4	\$ 887,508	67.0	\$1,523,161	65.0
Property tax	119,060	32.2	210,626	15.9	443,086	18.9
Federal-special grants	65,600	17.7	35,227	2.6	35,641	1.5
Severance tax	1,482	.4	31,438	2.4	126,301	5.4
Tuition from other schools	6,708	1.8	21,204	1.6	0	0.0
School lunch fund	0	0.0	136,465	10.3	213,640	9.1
Other	<u>1,562</u>	<u>.4</u>	<u>2,004</u>	<u>.2</u>	<u>470</u>	<u>a</u>
Total	\$370,142	100.0	\$1,324,472	100.0	\$2,342,299	100.0

<sup>a</sup>Less than .1 per cent

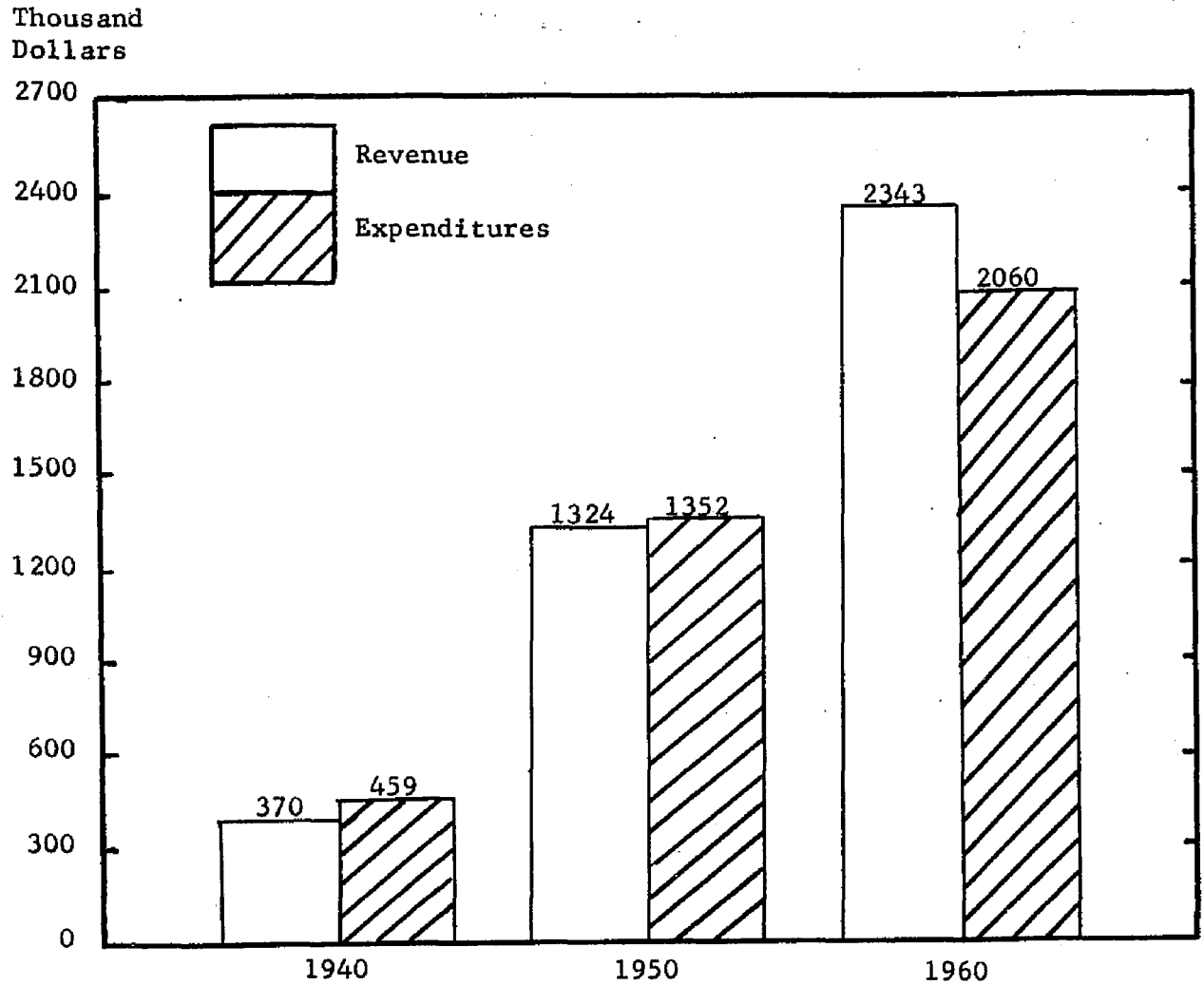


Figure 4. Revenue and Expenditures of the Lincoln Parish School Board. (Differences in revenue and expenditures are accounted for as surpluses, funds borrowed, or use of surplus from prior years. Both revenue and expenditures are exclusive of loans and interfund transfers.)

in 1940 were those contributed by the Public Works Administration for building maintenance and construction costs in the Ruston School District. There was no significant change in the relative amounts of other forms of revenue from 1940 to 1960, except that no tuition from other schools was listed in the 1960 budget.

Funds for the school lunch program increased about 50 per cent from 1950 to 1960, but decreased about 1 per cent as its share of total revenue. None were provided in this category in 1940.

Total revenue available to the School Board in 1960 was a little more than six times the amount available in 1940, and a little less than twice the amount in 1950. Most of the increase resulted from increased participation on the part of the State Legislature in supplying funds to the parish school system through the State Board of Education.

#### Other Agencies

Revenue sources for the offices of sheriff, clerk of court, and tax assessor of Lincoln Parish have not changed over the period of time studied. However, the State Legislature has at times raised the amount to be charged for fees and commissions from which revenue is derived. Amount of services rendered has also increased. Consequently, the amount of revenue received, as well as expenditures, advanced by relatively large amounts each decade. These changes are shown in Table XIX. Where expenditures exceed revenue in the years given, funds were available from surpluses built up in prior years. Only at the end of a term of office does the incumbent return the surplus to the Police Jury.

TABLE XIX

Amount of Revenue and Expenditures of Offices  
of Sheriff, Clerk of Court, and Tax Assessor  
of Lincoln Parish, Louisiana, by Decades, 1930-1959<sup>a</sup>

	1930	1940	1950	1960
Sheriff				
Revenue	\$14,747 <sup>b</sup>	\$22,339	\$32,038	\$86,924
Expenses	15,529	23,666	32,980	81,067
Clerk of Court				
Revenue	-----	12,015	23,874	31,096
Expenses	-----	11,474	21,128	34,450
Tax Assessor				
Revenue	6,000 <sup>b</sup>	-----	14,500	22,300 <sup>c</sup>
Expenses	5,835	-----	13,472	27,507 <sup>c</sup>

<sup>a</sup>Fiscal year, except for Assessor.

<sup>b</sup>Carried in budget of Police Jury for calendar year 1930.

<sup>c</sup>Calendar year 1959.

## CHAPTER VII

### SOME REVENUE PROBLEMS, IMPLICATIONS, AND CONCLUSIONS

The previous chapters have presented facts pertaining to sources of revenue and items of expenditure for Lincoln Parish governments. The revenue sources are somewhat traditional. New sources, in keeping with a changing economic structure in the parish, are very reluctantly instituted. Consequently, certain problems and implications in light of growing demands for future financing of parish governments, are becoming apparent. This chapter examines some of these areas of concern.

#### Problem of Assessment

It has been shown that the general property tax now accounts for a little less than half of the revenue to the central parish government and about one-fifth of total school funds. Administration of this tax involves the assessment and evaluation of property for the tax base by a locally elected tax assessor and the Louisiana Tax Commission. This process has been criticized as creating inequities in the tax burden among property owners in the past. In a study of assessment-sales ratios in six North Louisiana parishes, including Lincoln Parish, Corty and St. Clergy found among other inequalities that "properties with a sales value of \$2,000 were assessed at a ratio two and a half times as

high as properties with sales value at \$8,000 or more."<sup>1</sup> In Lincoln Parish the ratio of assessment to sales value for 143 tracts ranged from less than nine per cent to over 90 per cent. While efforts are being made in some parishes of the State to improve assessments, it is expected that current low ratios of assessment to market value will continue to exist in Lincoln Parish, in the absence of mandatory changes by the Legislature.

The Constitution and laws of Louisiana are very specific in spelling out the rules for assessment and valuation of property for tax purposes. Article 10, Section 1, of the Constitution states that "No property shall be assessed for more than its actual cash value, ascertained as directed by law . . . ." Section 12 of Article 10 requires that "all real estate, exempt as well as taxable, shall be valued at actual cash value, listed on the assessment rolls, and submitted to the Louisiana Tax Commission."

The basic problem of assessment hinges on the relation of actual cash value to actual assessed value of property. The Constitution is exacting in its requirements of valuation at actual cash value and assessment at no more than cash value. However, the determination of "actual cash value" of a unit of property is difficult. Title 47, Section 1702, Revised Statutes of 1950, defines actual cash value, as follows:

'Actual cash value,' or 'actual cash valuation,' means the valuation at which any real or personal property is assessed for the purpose of taxation (author's emphasis), after the assessing authorities have considered every element of value in arriving at such evaluation.

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<sup>1</sup>C. St. Clergy and F. L. Certy, Assessment of Rural Properties in North Central Louisiana (Baton Rouge: Louisiana Agricultural Experiment Station, Bulletin 538, March, 1961), p. 5.

According to this, the value which the assessor places on the piece of property comes to be the actual cash value for tax purposes. The same statute further states that the

price at which any piece of real estate or personal or movable property shall have been sold for cash in the ordinary course of business, free of all encumbrances, otherwise than at forced sale, shall be evidentiary only, and be considered with other factors in determining the actual cash value for assessment purposes.

Such legislative stipulations for determining values of property for tax purposes are of little aid to the assessor, since many factors can legally be considered. It is not mandatory that the price at which a unit of property was sold be used as the value for tax purposes; it is suggested as evidence only. It assumes that each piece of property has at some time been sold for cash by a willing seller to a willing buyer and that this price helps indicate the true value of the property. Following this method, the assessor knows the value for the year of sale but can only guess subsequent values until it is sold again.

Such procedure for determining value would be useful only in case of transfers in the immediate past. Most real estate in Lincoln Parish has not been sold in many years, making it impossible to have a recent sale price for every tract. An alternative to this is the use of sample sales in the same vicinity as an indication of value of like pieces of property. This is provided for in Section 1958 of Title 47, Revised Statutes of 1950, which requires that:

The assessor shall also inquire into the purchase price paid for real property when acquired by the owner, and ascertain and acquaint himself with any sales or transfers of property of like description or value made or effected in the vicinity, within the year or years next preceding the listing for assessment then being made; and the price paid for property at such sales or transfers shall be considered by the assessors in determining the value of the real property to be listed for assessment.



The assessor, therefore, is not in violation of law when he values property for tax assessment purposes at less than market value. While it would be easy to use sale price as value for many new subdivisions and commercial tracts sold in recent years, this would mean a much higher taxable value on them than on many equally valuable properties, which have not been transferred in several generations.

The Lincoln Parish Assessor visits each piece of property when it is first placed on the assessment rolls. If it is residential, he looks at the size of the house and of the lot; then he estimates its value relative to the assessed value of other units in the same area. In the case of commercial real property, he considers its size and type in relation to other properties in the same vicinity.

The problem of equitable assessment is highlighted by the following data. A standard measure for judging whether equitable assessment values have been assigned is to examine the ratio of assessment to the sale price of the property concerned. By dividing the assessed value by the sale price, the "assessment ratio" is found. This ratio states the percentage of actual sale value which the assessed value represents. Comparison of the assessment ratios among different pieces and types of property shows the extent of uniformity of assessments. A study of 143 properties sold in Lincoln Parish from 1953 to 1958 reveals a wide variation in assessment ratios within the parish (Tables XX and XXI).

The Public Affairs Research Council of Louisiana, in 1958, made a state-wide study of assessment ratios for individual parishes including Lincoln Parish.<sup>2</sup> The average assessment ratio for 114 properties was

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<sup>2</sup>Public Affairs Research Council of Louisiana, Inc., Louisiana Property Tax, Vol. II (Baton Rouge, Louisiana: October, 1960), p. 122.

TABLE XX

The Proportion of 143 Rural Tracts of Land Sold  
in Lincoln Parish, Louisiana,  
Classified as to Rate of Assessment, 1953-1958

Rate of Assessment	Per Cent of Tracts
0 - 9 . . . . .	16
10 - 19 . . . . .	54
20 - 29 . . . . .	15
30 - 39 . . . . .	7
40 - 49 . . . . .	3
50 - 59 . . . . .	3
60 - 69 . . . . .	0
70 - 79 . . . . .	1
80 - 89 . . . . .	0
90 - Over . . . . .	<u>1</u>
Total	100

Source: C. St. Clergy and F. L. Certy, Assessment of Rural Properties in North Central Louisiana (Baton Rouge: Agricultural Experiment Station, Bulletin 538, March, 1961), Table 2.

TABLE XXI

Weighted Average Rate of Assessment as Related to Property Values,  
 143 Rural Tracts, Lincoln Parish, Louisiana  
 1953-1958

Sale Value Per Property (Dollars)	Rate of Assessment (Per cent of Sale Value)
Under - 2,000 . . . . .	27
2,000 - 3,999 . . . . .	16
4,000 - 5,999 . . . . .	16
6,000 - 7,999 . . . . .	14
8,000 - Over . . . . .	12

Source: C. St. Clergy and F. L. Corty, Assessment of Rural Properties in North Central Louisiana (Baton Rouge: Agricultural Experiment Station, Bulletin 538, March, 1961), Table 3.

16.9 per cent. Urban improved residential parcels averaged 20.1 per cent, compared to 10.3 per cent for urban unimproved residential and 9.3 per cent for woodland tracts. A comparison of the average ratio for Lincoln Parish with that of other parishes in the State is presented in Table XXII.

### Problem of Exemptions

Another serious problem affecting local revenue is that of exemptions from the ad valorem property tax. Two significant types of exemptions exist in Louisiana: homesteads, and exemptions for new or expanding industries. In addition to these, certain specific pieces of property are exempted for all taxpayers.<sup>3</sup>

### Homestead Exemptions

In 1936, the homestead exemption amendment to the Constitution was added, and further amended in 1938. The first \$2,000 of assessed value of each home, rural and urban, is exempt from assessment of property taxes provided the owner resides on the property. For veterans of World War II, the exemption is \$5,000 for ten years ending in 1964; for veterans of World War II plus Korean War, the exemption is \$5,000 for ten years ending in 1969. This includes all land adjoining the land where the residence is located, and separate tracts used for a field, pasture, or garden. At the time of adoption of the homestead amendment

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<sup>3</sup>Louisiana Constitution of 1921, Article 10, and Revised Statutes of 1950, Section 1703.

TABLE XXII

## Parish Average Assessment Ratios, Louisiana, 1958

Parish	Ratio	Parish	Ratio
Caddo	31.5%	Webster	16.4%
Orleans (District 1)	28.0	St. James	16.1
Orleans (District 3)	25.9	Point Coupee	15.9
Orleans (District 7)	25.5	Acadia	15.5
Orleans (District 6)	24.7	Red River	15.5
East Carroll	24.5	West Baton Rouge	15.5
Orleans (District 2)	24.5	Franklin	15.4
Assumption	23.5	St. Bernard	15.4
St. Mary	23.5	De Soto	15.0
Iberia	23.1	Union	14.8
Orleans (District 4)	22.3	St. Tammany	14.6
Richland	22.3	Calcasieu	14.5
Tensas	22.0	Ascension	14.4
West Carroll	21.5	Washington	14.1
Orleans (District 5)	20.7	Winn	13.8
Iberville	20.6	Beauregard	13.2
Madison	20.2	Livingston	13.1
St. Landry	20.2	Jackson	12.8
Grant	20.1	Lafourche	12.5
West Feliciana	20.1	St. Charles	12.0
Bienville	19.6	Sabine	11.5
Natchitoches	18.9	Vermilion	11.3
Ouachita	18.9	Concordia	10.9
Bossier	18.8	Tangipahoa	10.8
St. John	18.1	Jefferson Davis	10.7
Morehouse	18.0	Rapides	10.7
Avoyelles	17.8	St. Martin	10.2
Catahoula	17.5	East Feliciana	10.1
East Baton Rouge	17.1	Jefferson	9.8
Plaquemines	17.1	Evangeline	9.3
Claiborne	16.9	Terrebonne	8.7
Lincoln	16.9	Allen	8.3
Vernon	16.6	St. Helena	8.2
Caldwell	16.5	Cameron	7.2
La Salle	16.5	Lafayette	7.1
Median	16.5		

Source: Public Affairs Research Council of Louisiana, Inc., Louisiana Property Tax, Summary and Recommendations, (Baton Rouge, Louisiana: October, 1960), p. 7.

assessed values of most homes, especially in rural areas, were such that the \$2,000 exemption was sufficiently high to excuse most property owners from paying any property taxes. Ordinarily this would deprive the local government of a major source of income. To remedy this, the Legislature provided for a "property tax relief fund" from which the State would pay the parishes the amount of taxes lost each year through homestead exemptions. The property tax relief fund is supplied by (1) the state income tax, (2) the alcoholic beverage tax, and (3) the public utilities tax, in that order. The amount of exemptions cannot exceed the amount available in the relief fund each year.

In Lincoln Parish, from 25 to 30 per cent of the total ad valorem taxes due each year are paid from the property tax relief fund. In 1959, it amounted to 25.5 per cent (see Table XXIII). When only the taxes due from locally assessed real estate (excluding Tax Commission assessments such as public utilities) are considered, the percentage of them paid from the fund approximates 55 per cent each year. In 1958, this amounted to 57 per cent.

While the homestead exemption does not reduce the parish's revenue, it does shift a big portion of the burden to citizens all over Louisiana who pay the above-listed taxes, chiefly the income tax. Many property owners in the parish have their entire ad valorem tax burden paid from this source, while they receive the benefit of the expenditures. The number of taxpayers in Lincoln Parish in 1959 was 8,612, of which 4,359 had homestead exemptions, either on part of assessed value, or on the total amount of it.

Another effect of the homestead exemption is that it allows residents to vote taxes which they can shift to others, especially to

TABLE XXIII

## Assessed Value of All Property, Lincoln Parish, Louisiana, 1959

Kind of Property	Assessed Value	Per Cent of Total Assessed Value
Taxable:		
Personal: Mercantile	\$ 6,662,670	22.2
Public Utilities	5,482,790	18.3
Other real estate	<u>9,126,750</u>	<u>30.4</u>
Total taxable	\$21,272,210	70.9
Non-taxable, legally exempt:		
Manufacturing plants, under 10-year contract	4,033,565	13.4
Other: Public, Church, etc.	<u>4,677,200</u>	<u>15.7</u>
Total non-taxable	\$ 8,730,765	29.1
Total Assessed Value	\$30,002,975	100.0
Number of taxpayers		
		8,612
Number of homestead exemptions		
		4,359
Value of homestead exemptions		
		\$5,427,570.00
Amount of taxes paid by state on homestead exemptions		
		\$ 261,077.54
Amount of taxes paid directly by taxpayers		
		\$ 764,544.52
Total tax rate		
		47.25 mills
Total taxes paid		
		\$1,025,622.06

public utilities and commercial interests. Homeowners can count their entire assessment for voting in property tax elections, although all or a part of it is under homestead exemption. In a recent school bond election, one of the important points which the proponents expressed in favor of the tax raise was the fact that over 25 per cent of the increased tax would be covered by homestead exemptions, while about 30 per cent would be paid by public utilities, leaving only 45 per cent to be paid by the voters. The bond issue carried by a large majority.

#### Industrial Exemptions

These are authorized by Article 10, Section 4, paragraph 10 of the State Constitution. This section permits the State Board of Commerce and Industry to enter into an agreement with the owners of any new manufacturing firm making additions to its plant, whereby for a period of five years the firm shall be exempt from all property taxes. The contract may be renewed for another five years, a maximum of ten years from date of original contract.

Under this exemption local governments lose a significant amount of property taxes. This amount is not refunded to the local governments from State funds. In 1959, 13.4 per cent of the assessed value of all property in Lincoln Parish was owned by manufacturing firms enjoying the benefits of tax exemptions under a ten-year contract with the State. If these plants had paid taxes at the rate levied in 1959, the parish would have received \$167,393 more in revenue for schools, roads, and other functions.

The purpose of the industrial plant exemption plan is to induce industry to locate in Louisiana in preference to other states. This



appears to be a valid inducement. However, as all states begin to grant such special tax privileges this inducement loses its force. Other plans have to be introduced, such as the offering of plant facilities either free or on a credit purchase basis, on top of the tax exemption. The community or State is not encouraged to abandon this tax exemption privilege, however, in spite of the conformity of neighboring areas, because to do so would immediately put the community at a tax disadvantage. Thus, a situation has developed which results in loss of revenue to the parish, with no particular inducement for new industries.

#### Other Exemptions

Section 4 of Article 10 of the Constitution lists a number of other items which are exempt from taxation. These include all public property; the property of religious, charitable, and educational institutions; monies and credits; agricultural products; all cattle, livestock, and poultry; farm implements up to a value of \$500; one wagon per taxpayer; all motor vehicles (except for municipalities); boats using gasoline as motor fuel; bridges built under Federal Government loan; property of electric cooperatives for 25 years; and all household furniture, and musical instruments.

If all property exemptions constitutionally provided for had been taxed in 1959, Lincoln Parish governments would have received approximately \$500,000 more in tax revenue (Table XXIV). This does not take into account the exemption of two mills of parish taxes for residents of Ruston, nor does it consider the static value of forest lands resulting from the forestry taxation laws.

TABLE XXIV

Additional Revenue That Could Be Made Available to Lincoln Parish,  
If Property Exemptions Were Cancelled  
(Based on Assessed Value and Tax Rate for 1959)

Type of Exemption	Assessed Value	Tax Rate	Potential Revenue
	(Dollars)	(Mills)	(Dollars)
Manufacturing Plants	4,033,565	41.5	167,393
Public and Church	4,677,200	41.5	194,104
Autos and Other Personal Property <sup>a</sup>	<u>4,359,000<sup>b</sup></u>	41.5	<u>180,898</u>
Total	13,069,765		542,395

<sup>a</sup>See Table XXIII.

<sup>b</sup>Value estimated by the author by assigning \$1,000 worth of autos, furniture, and other personal effects to each of 4,359 property owners who claimed homestead exemptions in 1959. This is probably a lower value than would prevail if the property were counted and listed on the assessment rolls.

#### Effect of Change in Land Classification

Land use in Lincoln Parish has changed considerably over the past 30 years. Until about World War II the parish was predominantly agricultural, with row crop farming dominating the scene. The decline of agriculture since that time is in direct contrast to the growth of industry, forestry, and urban development. The per cent of land area in farms declined from a peak of 83 per cent in 1940 to 39 per cent in 1960 (Table XXV). Number of farms declined from about 3,000 in the decade prior to World War II to a low of 835 in 1960, with less than half as many acres in farms as in 1930 and 1940. Acres of cropland harvested

in 1960 were about one-twelfth that of 1940. What effect has this decline of agriculture had on revenue to the Parish from the property tax?

TABLE XXV

Population and Farm Land Statistics,  
Lincoln Parish, Louisiana, by Decades  
1930-1960<sup>a</sup>

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>
Population (number)	22,822	24,790	25,782	28,535
Land area:				
Total acres	302,080 <sup>b</sup>	300,160	300,160	300,160
Acres in farms	245,269	248,598	188,656	118,261
Per cent in farms	81.2	82.8	62.9	39.4
Number of farms	3,396	2,842	1,949	835
Cropland harvested (acres)	93,664	88,699	30,741	7,398
Value of farms:				
Total (dollars)	7,690,365	5,226,445	9,589,080	14,017,980
Average per farm (dollars)	2,265	1,839	4,920	16,788

<sup>a</sup>Data on land and farms from U. S. Censuses of Agriculture of preceding year.

<sup>b</sup>Larger than next three decades because of a resurvey of land areas in the United States before the 1940 Census.

Assessment regulations require that lands for agricultural use be classified for valuation purposes into Class A, Class B, and Class C lands. Class A is the best and most valuable land, Class B is next best, and Class C is the poorest quality agricultural land. This classification is for all of the land in the parish rather than for a particular taxpayer's land. Each taxpayer may have one or more classes.

Assessment values are highest for Class A and lowest for Class C land. For example, in 1945, Lincoln Parish had 7,555 acres of Class A land valued for assessment at \$15.12 per acre, 28,814 acres of Class B land valued at \$10.90 per acre, and 56,859 acres of Class C land valued at \$8.43 per acre.

Many of the farms abandoned, or converted to forestry use, after World War II were reclassified for assessment purposes. Idle land was usually classified as miscellaneous or pasture land at a reduced price per acre. As properties sold, they were reassessed at a value ranging around 10 to 20 per cent of selling price. When other lands were turned into timber production, they were eligible for classification as forest lands and subject to a lower assessed value per acre. As some of the farms near towns became urbanized, they were reassessed at country-lot or city-lot rates, which increased the assessed value (Revised Statutes 47:1958) of the land formerly assessed as a farm. Added improvements helped increase the assessments still further. As city limits expanded to encompass more land area, assessed values increased again.

These changes in land use, particularly the rapid expansion of urban and suburban areas, in Lincoln Parish have resulted in a total increase of assessment values and taxes levied in the parish (Table XXVI).

TABLE XXVI

Assessed Values of Selected Types of Property and Total Property Taxes  
Levied in Lincoln Parish, Louisiana  
1930, 1944, 1950 and 1958

CLASS OF PROPERTY	1930	1944	1950	1958
	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>
Agricultural lands:				
Class A	188,130	115,290	112,300	94,030
Class B	407,500	306,650	318,820	286,800
Class C	464,210	478,630	481,430	477,170
Pasture lands	259,900	226,470	247,990	242,100
Suburban lands	109,050	47,230	41,060	26,590
Forest lands:				
Cutover pine	0	19,130	29,760	37,690
Cutover cypress	0	0	5,210	5,740
Reforestation	a	0	0	1,360
Woodland	785,150	595,350	551,900	b
Miscellaneous lands	0	1,270	4,210	549,630
Country lots	51,300	53,890	160,250	179,220
Improvements	a	211,730	552,670	993,700
City lots	770,750	753,370	1,013,350	1,294,250
Improvements	1,532,430	1,578,980	2,745,090	4,482,530
Public Service				
Corporations	1,850,229	2,391,739	4,086,708	5,320,900
All other property	<u>3,004,670</u>	<u>1,104,022</u>	<u>2,687,999</u>	<u>7,280,500</u>
Total Assessment	9,423,319	7,883,751	13,038,747	21,272,210
Index of Change:	1930 = 100	83.7	138.4	225.7
Taxes levied:				
Local	303,680.20	248,638.17	480,026.05	722,869.82
State	<u>54,184.23</u>	<u>45,331.56</u>	<u>74,975.56</u>	<u>104,202.84</u>
Total	357,864.43	293,969.73	555,001.61	827,072.66
Index of Change:	1930 = 100	82.1	155.1	231.1

<sup>a</sup>No classification by the Tax Commission.

<sup>b</sup>Classification discontinued, now included as miscellaneous land.

Even if the millage rate had remained constant, then parish revenues from the property tax would have shown a total increase. By increasing the tax rate, revenue was even further increased. Table XXVII shows the change in amount of land in each classification in the parish over selected years.

#### Effect of Change in Age Composition of Population

The population of Lincoln Parish increased by 2,753, or about 11 per cent during the 1950-60 decade, compared to an increase of 21 per cent for Louisiana. Age groups contributing to this increase were those of 5 to 24 years and 45 or more years. Persons 85 years and over increased from 51 to 175. Those under 21 years increased by about 2,000 persons. Decreases were observed in the ages under 5 years and 25 to 44 years. What effect will these changes have on revenue needs of the parish in the future?

While the parish as a whole increased by 2,753 persons, the city of Ruston alone showed an increase of 3,619 persons, thus accounting for most, if not all, of the parish growth. The larger figure is explained by the expansion of city boundaries during the decade. All wards except Ward 1, in which Ruston is located, showed a decrease from 1950 to 1960. Analysis of the functions of the central parish government reveals that little, if any, change in the revenue-expenditure composition of the Police Jury, therefore, should result from the changing population, because its major item of expense has been road construction outside of the city of Ruston.

The increase in the older age groups could conceivably create a need for expanded hospitalization facilities. Since the parish embarked

TABLE XXVII

Assessed Acreage of Various Classes of Land,  
Lincoln Parish, Louisiana, Selected Years

CLASSIFICATION	1930 Acres	1944 Acres	1950 Acres	1958	
				Acres	Assessed Value per Acre (Dollars)
Agricultural Lands					
Class A	11,028	7,665	7,454	6,542	14.37
Class B	33,498	28,179	29,340	26,980	10.63
Class C	49,200	56,981	56,819	57,012	8.37
Pasture Lands	42,697	44,907	49,388	47,573	5.09
Woodland	154,727	144,860	135,790	0	0.0
Suburban Lands	4,211	2,872	2,517	2,830	9.39
Pine Lands	0	50	0	0	0.0
Cut-over Hardwood Lands	0	1,180	0	0	0.0
Cut-over Pine Lands	0	6,334	9,320	9,844	3.83
Miscellaneous Lands	0	492	606	129,408	4.25
Cut-over Cypress Lands	0	0	1,487	3,029	1.89
Reforestation Lands	0	0	0	166	8.19
Total	295,361	293,520	1,119,731	283,386	66.01
County lots (number)	0	884	1,792	2,543	70.47
City lots (number)	2,679	2,647	3,458	5,572	232.28

on a hospital construction program just prior to this study, such revenue and costs have been included in the computation of present needs. No expanded costs for this program are anticipated during the next decade, because it is now in the process of leasing the facilities to a separate hospital administration which will support the operation of the hospital from its own revenues.

More aging persons surely will mean a greater need for so-called "welfare" benefits in the future. However, it is not likely that this program will ever again be assumed by the parish government, but will continue to be supported by the State and Federal Governments. In the early part of the 1930 decade, the parish paid a large part of the welfare benefits from a local gasoline tax, but this function was later assumed by the State Department of Public Welfare.

The 19 to 24 age group will undoubtedly lead to some family formations and an increase in home ownership during the next decade which could augment property tax revenue to the Police Jury. The growing families will likely make demands on the local government for new services, such as a public library, more recreation facilities, and civil defense activities, which have not been included as a public service in prior years. In fact, at this writing, the Police Jury is preparing to place in its budget for the first time an expenditure item for salaries and office facilities for a Parish Civil Defense Director on a permanent basis.

The increase in the age group of 5 to 19 years will have an impact on revenue needs of the Parish School Board. More teachers will be necessary during the next decade. If present trends continue, parish



property owners can expect increased demands for property tax revenues with which to support new school construction and expansion of existing plants. As long as the number of school-age youth grows, even with consolidation of schools, new construction will be necessary. If the State Legislature should ever reduce its contributions to the parish school system, there will be further need for additional local taxes for the School Board. This, however, is not anticipated by the author. Rather, an increase in State grants to the parish for teachers' compensation and other costs is predicted, thus keeping the amount of local financial support for parish schools at a relatively low percentage about equal to that which now prevails.

If additional revenue becomes necessary, consideration should be given to the use of a local sales tax. The Police Jury could easily raise nearly half of the amount of revenue received in 1959 by imposing a one per cent sales tax. According to its annual "Survey of Buying Power," Sales Management estimates total retail sales for 1960 in Lincoln Parish at \$26,096,000.<sup>4</sup> Exempting the sales of \$3,078,000 for gasoline stations (to allow for reduction of a sales tax where the gas tax already applies), a taxable total of \$23,018,000 in retail sales was reported. Applying a one per cent sales tax to this, the parish would receive \$230,180 for one year, an amount equal to about 40 per cent of the revenue received from all sources combined in 1959, and equal to nine-tenths of the revenue yield of the property tax for Police Jury functions.

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<sup>4</sup>James W. Reddoch, "Louisiana Buying Power," Louisiana Business Review, XXV, Number 7 (July, 1961), 20.

### Conclusions

The revenue system presently in use, consisting of the property tax, severance tax, fees, fines, and State grants, provides a strong financial structure for Lincoln Parish. Each governing agency, with the exception of the School Board, has accumulated an annual sizable surplus from its operations in recent years. The School Board obtains over four-fifths of its revenue from the State each year on the basis of budgeted needs.

The Police Jury, with a General Fund budget of about \$175,000 in 1959, had \$120,000 invested in United States Government securities from General Fund surpluses of prior years, plus \$54,000 deposited as bank cash. In addition, large deposits existed at year's end in its three special road funds equal in amount to about two-thirds of the total disbursements for road purposes during 1959. The cash balance in the Court House Sinking Fund on deposit at the close of the year amounted to more than 92 per cent of the year's needs.

In recent years the offices of tax assessor, sheriff, and clerk of court have annually accumulated substantial surplus funds in excess of their current needs. All of this despite large increases in salaries and expense allowances granted by the State Legislature. Excess funds are paid to the Police Jury only at the end of the term of office of the incumbent. Meantime, they can be spent by the respective office-holder for the "maintenance or improvement" of his office in various legal ways.

A decreasing percentage of the increased revenues to the Police Jury and School Board is being derived from strictly local sources, indicating diminishing local responsibility and reduced payments for services received.

Total State subsidies to the Police Jury, including the gasoline tax, the severance tax, and direct grants-in-aid, amounted to 47 per cent of total revenue in 1959, but only 35 per cent in 1950 and less than 20 per cent in 1940. Grants-in-aid for highways and conduct of elections more than doubled from 1950 to 1959 but increased from less than 10 per cent to only 12 per cent of total revenue.

If greater autonomy of local government is desirable, parish citizens should be willing to assume financial responsibility for services received. State grants to the parish for its road system, excluding State and Federal highways, could be abandoned in view of the surplus of funds accumulated from the local property tax for the maintenance and construction of roads. The State Highway Department maintains the State roads that link the State and Federal highway systems through the parish. A great deal of progress has been made in the past ten years towards hard-surfacing the parish roads, giving the citizens an improved road system from the increased expenditure, and leading to a smaller maintenance cost in the future.

State subsidies to the Parish School Board, including the school lunch funds, increased from 50 per cent of total revenue in 1940 to about 74 per cent in 1950 and 1960.

The property tax, which supplies a major portion of revenue from local sources, has been declining in relative importance. It contributed 48 per cent of the total revenue of the Police Jury in 1959, compared to 60 per cent in 1950, over three-fourths in 1940, and in excess of 80 per cent in 1930. The School Board received a little less than one-fifth of total revenue from the property tax in 1960, compared to about one-third in 1940.

Lincoln Parish was subsidized 70 per cent in 1959-60 by the State and Federal Governments for public welfare aid to its residents. It has been determined that the parish contributed about 30 per cent through the State sales tax. Approximately two-thirds of this annual support results from Federal Government participation. Total welfare aid to the parish approaches one and one-half million dollars annually.

The shift in land use from farming to urban and suburban use has been sufficient to more than counter-balance the land values lost to lower class uses and has resulted in increases in property tax revenues to the parish each decade since 1940. This increase is predicted to continue during the next decade at an average rate of about 12 to 15 per cent per year. The average rate of increase from 1958 to 1961 was 15 per cent per annum.

The change in age groups of the population is not expected to have any significant effect upon the revenue needs of the Police Jury, but will create a demand for greater school expenditures by the Parish School Board. New family formations by the increasing number of younger adults may, however, provide the increased revenues through the property tax as recovered from new home ownerships in the future.

Revenues from all the major sources of revenue currently utilized by the Police Jury are expected to continue to rise during the next several years. Income from fees and tax commissions to support the auxiliary agencies of the Jury will rise with increasing business activity and population growth.

No serious problems are anticipated in obtaining necessary revenues for the Police Jury functions in the foreseeable future. Increased

revenue needs for such expected additional expenditures as civil defense, public library facilities, and any major repairs to public buildings can probably be met by normal increases in revenue from present sources as previously explained. Since an increasing percentage of the parish government's revenue has been coming from the State during the past twenty years, and in view of surpluses accumulated in recent years, it would appear sound and reasonable, from a fiscal standpoint, to suggest that either a reduction in parish taxes or in State subsidies would be in order at the present time.

In the case of the Parish School Board, a greater problem in obtaining sufficient revenues in the future is foreseen. However, increased local support of the parish school system, combined with a concerted and sincere effort to economize without loss of efficiency in operation of the schools, can reduce the impact of the problem resulting from increased school enrollments. Under existing laws, the Police Jury has available authority to use additional sources of revenue not currently utilized to aid in the support of the schools.

Following are some suggested procedures for increasing local financial support of services received by parish citizens. (1) Bring assessment values of property more in line with true market values, assuming that other parishes will do likewise; (2) Make certain that all property legally assessable gets on the assessment rolls; (3) Seek removal of certain tax exemptions, which will require a change in State laws and the initiation of a change in the State Constitution by the Legislature; (4) Consider the use of a local sales tax to replace some State subsidies; and (5) In view of the revenue surplus of the sheriff's office, which is also the office of the tax collector, consider the reduction of

the present high cost of tax and license collections in the parish. Divert more of the collection fees to the Police Jury and School Board in payment of the services for which the taxes were actually levied. In a previous chapter, the cost of collection was given as ten per cent of the first \$450,000 collected and six per cent of all collections in excess of this amount. These rates vary from parish to parish, with those for Lincoln Parish being among the higher ones in the State.

Since the State Constitution requires the Police Jury to be responsible for the establishment and operation of the offices of sheriff, tax assessor, and clerk of court, fiscal responsibility for them should rest with the Parish Treasurer. This should dictate central control of parish finances. This is not to imply fiscal irresponsibility necessarily on the part of anyone, but it is suggested that central control of funds can mean much saving in governmental expenditures at the local level.

Micro-filming or other reproducing equipment should be acquired for the offices of clerk of court, tax assessor, and tax collector for preservation and storage of permanent records that now utilize much needed space. The use of punch cards for machine processing of property data could also reduce the cost of preparing the annual assessment roll by the tax assessor.

To achieve maximum value of governmental services for costs paid, taxpayers must become aware of local government fiscal policies and practices. Existing inefficiencies have resulted largely from the failure of citizens to seek complete knowledge of the revenue-expenditure relationships at the local government level. Fiscal matters have been

left to the discretion of a small number of elected or appointed officials who have generally had little training in public finance. Taxpayers should become acquainted with the details of how and where their money is being spent, as well as where the money is coming from. Only then can appropriate demands be made upon elected officials regarding fiscal matters.

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## APPENDIX A

## LINCOLN PARISH POLICE JURY - GENERAL FUND

Statement of Cash Receipts and Disbursements  
For the Year Ended December 31, 1959BALANCE AT BEGINNING OF YEAR

\$ 48,278.67

RECEIPTS

## Taxes:

Ad valorem	50,470.74
Severance	94,840.96
Parish licenses	1,175.00
Fines and forfeitures	13,296.89
District Attorney fees	955.00
Rentals	1,835.00
Interest on United States Government securities	2,695.50
Commissions on telephone calls	11.28
Dividend on life insurance policies	143.96
Sale of property	840.25
Reimbursement of election expense	2,019.92
Repayment of loan to Assessor's Salary Fund	8,000.00
Hauling of voting machines	660.00
Refund of overpayment on insurance	148.64
Reimbursement from Hospital Construction Fund	2,431.42
Chain store tax (see contra)	2,548.81
Deductions from salaries:	
Federal income tax	664.80
District Attorney's retirement contributions	191.45
Group insurance	<u>839.31</u>
Total receipts	<u>183,768.93</u>

Total

232,047.60DISBURSEMENTS

## Salaries:

Secretary-Treasurer and assistant	7,787.50
Assistant District Attorney	600.00
Courthouse maintenance employees	11,439.00
Justices of the peace, constables, and ward court	9,060.00
Parish Agent and assistants	1,245.00
Registrar of Voters and assistant	3,142.56
Secretary of Guidance Center and assistant	1,299.96
Fees:	
Assessor's compensation	1,475.13
Coroner's fees and expenses	1,295.00
Court attendance - Sheriff and Clerk of Court	715.00
Court reporting	57.50
District Attorney	3,228.48
Feeding and maintenance of prisoners	1,310.35

DISBURSEMENTS (CONTD.)

## Fees: (Contd.)

Jurors and witnesses	\$ 939.44
Mileage and per diem of police jurors	6,117.60
Official printing	673.00
Transporting prisoners and interdicts	947.25
Maintenance of courthouse and other buildings:	
Heat, light, power, and water	5,046.45
Repairs	1,826.66
Supplies	2,670.08
Clocks, elevators, etc.	1,664.32
Sound system	1,334.00
General:	
Advertising	125.78
Association dues	180.00
Election expense	2,040.00
Insurance and bond premiums	2,011.08
Office supplies and expense	2,974.10
Record books and equipment for:	
Clerk of Court	3,348.35
Law library	683.40
Rent	420.00
Telephone and telegraph	627.70
Travel and convention expense	805.71
Courthouse flag	11.73
Employer's contributions to:	
Group insurance	3,558.20
Social security	626.55
Parochial Employees' Retirement System	300.00
Contributions and grants:	
Health Unit	13,500.00
Pension - retired Judge of Ward Court	800.00
Service Office	2,040.00
Road materials	59,990.00
Automotive equipment	3,146.14
Chain store tax distributed to City of Ruston	2,548.81
Advance to Assessor's Salary Fund	8,000.00
Expenditures to be reimbursed by Hospital	
Construction and Sinking Funds	4,321.54
Remittances for salary deductions:	
Federal income tax	664.80
District Attorneys' Retirement System	198.95
Group insurance	839.31
Total disbursements	<u>177,636.43</u>

BALANCE AT END OF YEAR\$ 54,411.17

Source: State Supervisor of Public Funds, Audit Report of Lincoln Parish Police Jury, Exhibit B, 1959.

## APPENDIX B

## LINCOLN PARISH POLICE JURY - SUNDRY FUNDS

Statement of Cash Receipts and Disbursements,  
By Funds, for the Year Ended December 31, 1959

	<u>COURTHOUSE</u>	<u>HOSPITAL</u>
<u>SINKING FUNDS</u>		
Balance at Beginning of Year	\$40,465.26	\$ NONE
Receipts:		
Ad valorem tax	37,316.87	25,487.42
Accrued interest on bonds sold		1,842.40
Total receipts	<u>37,316.87</u>	<u>27,329.82</u>
Total	<u>77,782.13</u>	<u>27,329.82</u>
Disbursements:		
Bonds redeemed	26,000.00	
Interest on bonds	13,180.00	
Bank charges	100.00	
Assessor's compensation	920.06	
Correction of tax settlement	76.50	
Total disbursements	<u>40,276.56</u>	
Balance at End of Year	<u>\$37,505.57</u>	<u>\$27,329.82</u>
<u>WARD 6 RECREATION FUND</u>		
Balance at Beginning of Year		\$ 1,903.25
Receipts:		
Ad valorem tax		<u>1,209.65</u>
Total		<u>3,112.90</u>
Disbursements:		
Salaries		525.00
Athletic equipment and supplies		336.75
Transportation		131.12
Utilities		70.00
Assessor's compensation		58.16
Total disbursements		<u>1,121.03</u>
Balance at End of Year		<u>\$ 1,991.87</u>

Source: State Supervisor of Public Funds, Audit Report of Lincoln Parish Police Jury, Exhibit D, 1959.

## APPENDIX C

## LINCOLN PARISH POLICE JURY - ROAD FUNDS

Statement of Cash Receipts and Disbursements,  
By Funds, for the Year Ended December 31, 1959

	SPECIAL ROAD FUND	ROAD CONSTRUCTION FUND	ROAD MAINTENANCE FUND
<u>BALANCE AT BEGINNING OF YEAR</u>	<u>\$ 55,505.82</u>	<u>\$ 60,672.24</u>	<u>\$ 44,393.85</u>
<u>RECEIPTS</u>			
Taxes:			
Ad valorem		81,010.60	81,016.46
Gasoline	106,444.51		
State appropriation	30,000.00		
State Department of Highways:			
Parish aid		20,000.00	20,000.00
Refund on contracts		19,927.11	
Sale of property and material	50.00	1,469.20	
Insurance adjustment	36.95		
Refund from vendor	9.45		
Canceled check			7.92
Total receipts	<u>136,540.91</u>	<u>122,406.91</u>	<u>101,024.38</u>
 Total	 <u>192,046.73</u>	 <u>183,079.15</u>	 <u>145,418.23</u>
<u>DISBURSEMENTS</u>			
Salaries		4,887.50	4,887.50
Wages		51,942.30	66,734.96
Insurance	6,962.15		
Equipment:			
Purchase	9,065.52		
Maintenance	37,773.44		
Bridge and culvert material	849.86	11,381.21	
Asphalt, gravel and surfacing material	8,978.00	50,763.34	12,893.55
Gasoline, oil, etc.	19,875.05		
Feeding and maintenance of prisoners	6,384.19		
Maintenance of camp building and grounds	1,879.63		
Light, heat, and water	857.43		
Rent		60.00	
Telephone and telegraph	165.37		
Office supplies and expense	62.90		
Construction of water well	3,042.04		



	<u>SPECIAL ROAD FUND</u>	<u>ROAD CONSTRUCTION FUND</u>	<u>ROAD MAINTENANCE FUND</u>
<u>DISBURSEMENTS (CONTD.)</u>			
Employer's contribution to:			
Social security	3,145.77		
Group insurance	475.48		
Assessor's compensation		2,300.16	2,300.16
Total disbursements	<u>99,516.83</u>	<u>121,334.51</u>	<u>86,816.17</u>
<u>BALANCE AT END OF YEAR</u>	<u>\$ 92,529.90</u>	<u>\$ 61,744.64</u>	<u>\$ 58,602.06</u>

Source: State Supervisor of Public Funds, Audit Report of Lincoln Parish Police Jury, Exhibit C, 1959.

## APPENDIX D

## LINCOLN PARISH SCHOOL BOARD - GENERAL FUND

Statement of Revenues and Expenditures  
Fiscal Year July 1, 1959 to June 30, 1960

<u>Source</u>	<u>Revenue</u>	<u>Budgeted</u>	<u>Received</u>
REVENUE RECEIPTS:	\$		\$
<u>State and Federal Sources:</u>			
State Public School Fund:			
Per Educable		381,315.00	381,315.00
Equalization		1,119,453.77	1,119,453.77
Supplemental distribution to fast growing parishes (Act 130)		22,392.00	22,392.00
Vocational Education Funds:			
State and Federal (Smith-Hughes and George Barden Programs)		2,000.00	6,772.75
Special Vocational Funds for Facilities (\$500,000 Program)		None	None
Sixteenth Section Land Fund (Act 96, Leg. 1886; interest on lands sold prior to 1880 and since 1879)		429.97	429.97
Crippled and Exceptional Children's Program		None	27,571.68
Adult Education (Non-veterans, Act 252, 1950)		None	840.25
Driver Education Program		None	26.93
Total State and Federal		\$1,525,590.74	\$1,558,802.35
<u>Parish Sources:</u>			
Parish-Wide Taxes			
Constitutional Tax, 5 mills	\$	90,000.00	\$ 96,234.43
Special Maintenance Tax, 5 mills		90,000.00	96,234.43
Income from rent, royalties, leases, etc.		None	189.70
Severance Tax		80,000.00	126,300.69

<u>Source</u>	<u>Budgeted</u>	<u>Received</u>
<u>Parish Sources: (Contd.)</u>		
Total Parish	\$ 260,000.00	\$ 318,959.25
Total Revenue Receipts	\$1,785,590.74	\$1,877,761.60
NON-REVENUE RECEIPTS:		
Transfer of funds or inter-fund loans	\$ None	12.00
Insurance adjustments	None	266.42
Sale of old property or products	None	90.00
Collected for textbooks destroyed, lost, damaged, or sold	None	81.43
Deductions from salaries:		
Teacher Retirement, 6%	None	(Debit) 540.19
School Employee's Retirement System (drivers, janitors, etc.)	None	6,418.13
Refunds from:		
Assessor's salary fund	None	5,500.00
Other	None	262.85
Other:		
Insurance collected from children, teachers, etc.	None	2,408.00
Refunded from Industrial Arts Department	None	49.38
Group Life Insurance Premiums	None	232.05
Total Non-revenue Receipts	\$ None	\$ 14,780.07
Total Revenue and Non- revenue Receipts	\$1,785,590.74	\$1,892,541.67
CASH BALANCE	\$ 165,105.35	\$ 165,105.35
Total Receipts and Balance	\$1,950,696.09	\$2,057,647.02

<u>Source</u>	<u>Expenses</u>	<u>Budgeted</u>	<u>Spent</u>
General Control (Administration)		\$ 67,875.00	\$ 49,056.02
Instruction:			
White		785,166.33	807,007.32
Negro		532,140.00	537,789.50

<u>Source</u>	<u>Budgeted</u>	<u>Spent</u>
<u>Expenses (Contd.)</u>		
Operation of plant	\$ 99,546.34	\$ 93,644.13
Maintenance of plant	24,000.00	17,338.95
Auxiliary agencies:		
Transportation	253,677.24	253,999.78
Agricultural Extension Service	1,500.00	1,604.13
School lunch program:		
Supervisors' salaries	8,100.00	8,100.00
Travel	700.00	646.71
Other (salary adjustments)	None	1,969.84
Special Education:		
Louisiana Tech	400.00	400.00
Grambling College	400.00	400.00
Total for auxiliary agencies	284,027.24	285,175.91
Fixed charges	38,600.00	22,919.53
Current Operations	1,831,354.91	1,812,931.36
Assessor's Salary Fund	None	11,000.00
All Expenses	1,831,354.91	1,832,981.97
Cash Balance	119,341.18	224,665.05
Total Expenses and Balance	\$1,950,696.09	\$2,057,647.02

Source: Lincoln Parish School Board, General Fund Budget Reconciliation and Monthly Financial Statement, 1960.

## APPENDIX E

## LINCOLN PARISH SCHOOL BOARD - GENERAL FUND

Statement of Operating Expense  
For the Year Ended June 30, 1959

General control:	
School Board mileage and per diem	\$ 4,326.40
Superintendent:	
Salary	11,975.00
Travel expense	631.49
Visiting teacher:	
Salary	7,700.00
Travel expense	443.33
Clerks	11,000.00
Office expense	3,878.78
Assessor's compensation	4,849.10
Surety bond premiums	200.00
Association dues	400.00
Convention and conference expense	1,893.94
Total	\$ 47,298.04
Instructional service - white:	
Elementary teachers	342,812.03
High School teachers	348,134.00
Substitute teachers	4,020.34
Teachers on sabbatical leave	4,300.00
Supervisor:	
Salary	7,950.00
Travel expense	423.45
Secretary	3,500.00
Vocational teachers' travel expense	1,311.52
Material and supplies for teaching	8,276.24
Total	\$ 720,727.58
Instructional service - negro:	
Elementary teachers	330,471.66
High School teachers	138,952.44
Substitute teachers	3,440.55
Supervisor:	
Salary	6,000.00
Travel expense	494.28
Vocational teachers' travel expense	484.02
Material and supplies for teaching	957.59
Total	\$ 480,800.54
Operation of plant:	
Janitors	50,822.44
Supplies	3,963.09

Statement of Operating Expense (Contd.)Operation of plant: (Contd.)

Fuel	10,106.39
Light, water, and power	<u>9,962.94</u>
Total	\$ 74,854.86

Maintenance of plant:

Superintendent:	
Salary	\$ 5,700.00
Travel expense	197.39
Repair and upkeep of buildings and grounds	2,951.47
Repair and replacement of equipment	<u>2,752.93</u>
Total	\$ 11,601.79

Auxiliary agencies:

Transportation of pupils	248,062.33
School libraries	10,362.79
Health service	2,500.00
Agricultural Extension Service	1,375.00
Physical Education program	2,168.17
Driver Education program	87.81
Adult Education program	2,561.25
Crippled and exceptional children's education	11,461.50
Special education for retarded children	<u>25,900.00</u>
Total	\$ 304,477.85

Fixed charges:

Insurance	28,139.14
Employer's contributions to:	
Teachers' Retirement System	132,061.42
Social Security	<u>459.05</u>
Total	\$ 160,649.61

Miscellaneous expenses:

Workshops	243.97
Transfer to School Lunch Fund	<u>1,718.17</u>
Total	\$ 1,962.14

Capital outlays:

Buildings	<u>4,066.35</u>
Total Operating Expenses	<u>\$1,806,448.76</u>

Source: State Supervisor of Public Funds, Audit Report of Lincoln Parish School Board, Exhibit B, Schedule 1, 1959.

## VITA

Ernest Carl Jones was born in Atlanta, Winn Parish, Louisiana, February 17, 1921. He was graduated from Atlanta High School in May, 1937. He attended Southwestern Louisiana Institute (now University Of Southwestern Louisiana) from 1937 to 1941, and received the Bachelor of Science degree in Agriculture from that Institution at Spring commencement of 1941.

He was granted a Graduate Assistant fellowship in the Department of Agricultural Economics, Louisiana State University, in the Fall semester of 1941. He entered the United States Army in July, 1942, and served until the end of World War II. In November, 1945, he re-entered Louisiana State University, Department of Agricultural Economics, as Graduate Research Assistant. He received the Master of Science degree from Louisiana State University at the Spring commencement of 1947.

He was married in 1944 to the former Helen Worsham. They now have two children.

In March, 1947, he accepted a position as Assistant Professor of Economics in the School of Business Administration and Economics at Louisiana Polytechnic Institute, Ruston, Louisiana. He has taught at that Institution continuously since then, except for leaves of absence periodically for advanced study at Louisiana State University, and is

now Associate Professor of Economics at Louisiana Polytechnic Institute.  
He is a candidate for the degree of Doctor of Philosophy at the January  
commencement



## EXAMINATION AND THESIS REPORT

Candidate: Earnest Carl Jones

Major Field: Agricultural Economics

Title of Thesis: An Economic Evaluation of Sources and Flows of Public Revenues in Lincoln Parish, Louisiana

Approved:

*Lloyd L. Corty*  
Major Professor and Chairman

*Max Goodrich*  
Dean of the Graduate School

### EXAMINING COMMITTEE:

*M. B. Sturgis*

*B. F. Sliger*

*D. H. Wiegman*

*W. S. Alexander*

Date of Examination:

January 9, 1962